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Management

Jim McClure-Jerry Peak Wilderness Management Plan Environmental Assessment

Salmon-Challis National Forest

BLM, Idaho Falls District, Challis Field Office

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Summary

The U.S. Forest Service, Salmon-Challis National Forest, in cooperation with the Bureau of Land Management (BLM), Idaho Falls District, Challis Field Office, propose to assess the environmental consequences of a Wilderness Management Plan for the Jim McClure-Jerry Peak Wilderness. The Forest Service manages a total of 94,985 acres and the Bureau of Land Management manages a total of 21,913 acres of the Jim McClure-Jerry Peak Wilderness. The plan and this environmental document were developed by both agencies. The action is needed to preserve the area's characteristics as identified by the Wilderness Act of 1964 by identifying the conditions and opportunities for which the Wilderness would be managed and creating specific standards and guidelines for managing resources and activities that would bring existing conditions closer to meeting desired conditions.

The Jim McClure-Jerry Peak Wilderness Management Plan would provide specific, updated, and consistent direction for management of the Jim-McClure-Jerry Peak Wilderness. The plan would provide direction to maintain wilderness character mandated by the Wilderness Act of 1964 as areas that remain untrammeled (i.e., unrestrained, unhindered) by man, natural, undeveloped, and having outstanding opportunities for solitude or primitive and unconfined types of recreation, and other features of value.

The Interdisciplinary Team identified effects to wilderness character, including effects to wildlife within the natural quality, as a key issue from scoping comments. Identification of issues led to the development of additional alternatives; therefore, in addition to the Proposed Action, a Natural-focus Alternative, and a Minimum Action Alternative is analyzed in this EA to provide a benchmark for comparative purposes.

Based upon the effects of the alternatives, the agencies' responsible officials will decide whether to implement, the Proposed Action (Alternative A, which is the Preliminary Jim McClure-Jerry Peak Wilderness Management Plan), the Natural-focus Alternative (Alternative B), the Minimum Management Alternative (Alternative C), a modified version of the Proposed Action, or make selection of components from each Alternative to guide future management of the Jim McClure-Jerry Peak Wilderness over the life of the plan.

This project is subject to the objection process pursuant 36 CFR 218 Subpart A and B.

Chapter 1 – Purpose and Need

Document Structure

The Forest Service (FS), and the Bureau of Land Management (BLM) have prepared this Environmental Assessment (EA) in compliance with the National Environmental Policy Act (NEPA) and other relevant Federal and State laws and regulations, to assess the environmental consequences of a Wilderness Management Plan (WMP) for the Jim McClure-Jerry Peak (JMJP) Wilderness. The document is organized into four parts:

- **Introduction:** The section includes information on the history of the project proposal, the purpose of and need for the project, and the agencies' proposal for achieving that purpose and need. This section also details how the public was informed of the proposal and how the public responded.
- **Alternatives, including the Proposed Action:** This section provides a more detailed description of the agencies' three alternatives. The environmental consequences associated with the Proposed Action, the Minimum Management Alternative and the Natural-focus alternative are outlined within the Environmental Consequences section of this document.
- **Environmental Consequences:** This section describes the environmental effects of implementing the Proposed Action and other alternatives. This analysis is organized by resource area. Within each section, the affected environment is described first, followed by the effects of each alternative: the Proposed Action, the Natural-focus Alternative, and the Minimum Action Alternative.
- **Agencies and Persons Consulted:** This section provides a list of preparers and agencies consulted during the development of the environmental assessment.
- **Appendices:** The appendices provide more detailed information to support the analyses presented in the environmental assessment.

Background

The United States Congress designated the Jim McClure-Jerry Peak (JMJP) Wilderness (116,898 acres) on August 7, 2015. All of the Wilderness is within Custer County, Idaho and is managed by the Bureau of Land Management (BLM), Idaho Falls District, Challis Field Office (21,913 acres; 19%) and the Forest Service (FS; 94,985 acres; 81%), Challis-Yankee Fork Ranger District and administered by the Middle Fork Ranger District. See Figure 1.

This WMP direction applies to the National Forest System lands of the JMJP Wilderness and is consistent with the Challis National Forest Land and Resource Management Plan (Forest Plan; FS, 1987). The WMP will be incorporated into current Challis Forest Plan as a management approach. The forthcoming, revised forest plan, which is anticipated to be completed in 2020, will provide plan components appropriate for the protection and management of the JMJP Wilderness.

This WMP direction applies to the BLM portion of the JMJP Wilderness and is consistent with the Challis Resource Management Plan (RMP; BLM, 1999). The Challis RMP includes direction for wilderness study areas (WSAs) released from wilderness consideration, and limited guidance regarding management of designated wilderness, including the following direction: withdrawal [of designated lands] from mineral entry and general land laws, incorporation of Minimum Impact Suppression Tactics (MIST) Guidelines when managing wildland fire, and providing recreation opportunities for the remainder of the Resource

Area not included in a special recreation management area, including areas specifically for unstructured outdoor experiences. Further, the RMP directs closure of the Upper Lake Creek Campground: Close the Upper Lake Creek campground and maintain the existing road above Herd Lake as a non-motorized trail only.

The Challis RMP also includes the following fire management direction: “Develop activity plans ... to direct fire suppression on a site-specific basis within the conditional suppression areas In the absence of an activity plan, provide initial attack and full suppression of natural and human-caused wildfires occurring within conditional suppression areas.” (p. 21)

Purpose and Need for Action

The purpose of this project is to provide specific, updated, and consistent management direction for the JMJP Wilderness, situated on federal public land managed by the FS and the BLM. The WMP would provide specific direction for agency management of the JMJP Wilderness, and the need for revision would be reviewed, as conditions warrant.

This action is needed to preserve wilderness character as identified by the Wilderness Act of 1964 by identifying the conditions and opportunities for which the Wilderness would be managed and creating specific standards and guidelines for managing resources and activities that would bring existing conditions closer to meeting desired conditions. Management direction would also address areas immediately adjacent to the Wilderness area to facilitate signage, staging areas, and access points. The primary objective of the WMP is to maintain wilderness character cumulatively identified by the Wilderness Act of 1964 as areas that remain untrammelled (i.e. unrestrained, unhindered) by man, natural, undeveloped, having outstanding opportunities for solitude or primitive and unconfined types of recreation, and other features of value. These objectives and actions would be implemented upon adoption of the WMP and the WMP identifies actions that may be implemented in the future if changes to resource conditions occur. The need for action is defined by the gap between the existing and desired conditions. The purpose, or primary objective, of the Proposed Action is to eliminate or reduce that gap. The purpose defines the standards that the Proposed Action and any alternatives must satisfy.

Proposed Action

The Proposed Action is the JMJP Wilderness Management Plan. Chapter 2 of this document outlines the management activities in greater detail and the Wilderness Management Plan contains the full text. The WMP provides the framework and guidance for management of the Wilderness, including goals, objectives, standards, and guidelines from which future projects may be tiered.

Decision Framework

The Purpose and Need for Action and the environmental analysis in this EA will direct the Responsible Officials' selection whether to manage the wilderness solely according to legislative and regulatory requirements (Minimum Management Alternative), or whether to implement a plan that provides additional direction to manage approved uses not otherwise regulated while ensuring adequate protection and preservation of resources and values, as well as providing mitigation for potential impacts to those resources and values (the Proposed Action or the Natural-focus Alternative).

This EA will provide the Forest Supervisor of the Salmon-Challis National Forest and the BLM District Manager with a basis on which to make an informed decision. Following review of the WMP and EA, the FS Forest Supervisor and BLM District Manager, as appropriate, will decide to do one of the following:

1. Approve management proposals as presented in one of the alternatives or a combination of alternatives analyzed in this document.
2. Determine if significant impacts (as defined in 40 CFR 1508.27) exist that would require the preparation of an environmental impact statement (EIS).

Public Involvement and Tribal Consultation

Wilderness management for the JMJP Wilderness is based on national and local wilderness goals, objectives and associated standards and guidelines, and wilderness-specific issues that were identified through internal and external scoping.

Project kick-off meetings were held May 19, 2016 in Ketchum and Stanley, June 2, 2016 in Challis. The public, stakeholders, the Nez Perce Tribe and Shoshone-Bannock Tribes were offered an opportunity to provide input during an early scoping period (July 25-August 25, 2016). During this early scoping period 32 letters were received, including a letter from the Shoshone-Bannock Tribes of Fort Hall. Comments generally fell into eight categories:

- Most Valued Features of the Wilderness
- Wilderness Management
- Recreation Management
- Outfitters and Guides
- Livestock Grazing
- Fire Management
- Wildlife Management
- Weed Management

Miscellaneous topics included law enforcement, search and rescue, visual resources, and rehabilitation of human disturbances. These comments were considered in development of the management guidance.

The scoping period for the draft WMP occurred February 15 to March 17, 2017. In February and early March, four scoping meetings were offered to the public in Challis, Mackay, Ketchum and an online webinar. The agencies also outreached through their respective webpages and social media. During the scoping period 30 comment letters were received, including letters from the following organizations, State, and local agencies:

- Backcountry Horsemen of Idaho
- Boulder-White Clouds Council
- Custer County Commissioners
- Custer Co./Wilderness Society
- Idaho Cattle Association
- Idaho Department of Agriculture
- Idaho Department of Fish and Game
- Idaho Cattle Association
- Idaho Conservation League/Wilderness Society
- Idaho Outfitter & Guide Association
- Idaho Recreation Council
- Ken Smith Hunting
- North American Packgoat Association
- Trout Unlimited
- Wild Sheep Foundation
- Wilderness Watch
- Western Watershed Project
- Wildlands Defense
- White Cloud Outfitters

The 30-day opportunity to comment on the proposed plan occurred October 27-November 27, 2017 and included public meetings in Mackay, Challis, Stanley, and Ketchum. A legal notice was issued in the Challis Messenger, the paper of record on October 27, 2017.

Tribal governments have a unique legal and political relationship with the United States government as reflected in the United States Constitution, treaties, statutes, court decisions, executive orders, and memoranda. The Shoshone-Bannock Tribes of Fort Hall and the Nez Perce Tribes were contacted

regarding the project. As noted above the Shoshone-Bannock Tribes of Fort Hall provided a comment letter during the early scoping period. The JMJP plan was also discussed during staff-to-staff coordination meetings between the SCNF and the Shoshone-Bannock Tribes on October 4, 2016, on February 22, 2017, April 4, 2017 and October 3, 2017; and between the BLM and the Tribes on February 22, 2017, April 20, 2017 and October 24, 2017.

The BLM, Challis Field Office and Salmon-Challis National Forest met early, regularly, and in an on-going process with the Custer County Commissioners, including each of the public involvement opportunities: project kick-off meetings, early scoping period, scoping period, and the comment period. Agency representatives from the BLM and the FS regularly provided updates at the monthly County Commissioners meetings, and at the Natural Resource Advisory Committee (NRAC) meetings. The agencies provided a monthly newsletter via email to stakeholders, including the county, to provide regular planning updates. The County Commissioners requested several meetings during the planning process, including briefings prior to the initiation of the scoping and comment periods. The agencies meet with the commissioners February 10, 2017 prior to the start of the scoping period, August 8, 2017 to discuss the wilderness plan process, and October 17, 2017 prior to the start of the comment period.

Issues

The Forest Service and BLM staff separated the issues identified during scoping into two groups: key issues and issues not analyzed in detail. Key issues were defined as those directly or indirectly caused by implementing the proposed action. Issues are used to develop and analyze the alternatives. They involve potential effects to resources that might not be addressed by existing laws. The Forest Service and BLM identified one primary issue raised during scoping: Wilderness management plan strategies may affect wilderness character, which encompasses several resources under the qualities of wilderness character including wildlife, non-native, invasive species, and recreation.

Issues Not Analyzed in Detail were identified as those: 1) outside the scope of the proposed action; 2) already decided by law, regulation, land use plan, or other higher level decision; 3) irrelevant to the decision to be made; or 4) conjectural and not supported by scientific or factual evidence. The Council for Environmental Quality (CEQ) NEPA regulations require this delineation in Sec. 1501.7, "...identify and eliminate from detailed study the issues which are not significant or which have been covered by prior environmental review (Sec. 1506.3)..."

Issues Not Analyzed in Detail

These concerns are not analyzed in detailed because they are outside the scope of this project, are already decided by law, regulation, policy, Forest Plan/RMP, or other higher level decision, are irrelevant to the decision to be made or are conjectural and not supported by factual evidence or scientific evidence.

- **Wilderness Designation** - The JMJP Wilderness was designated through the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* (P.L. 114-46). Designation of wilderness is not under review within this plan and EA. The boundaries of the wilderness were set through passage of the Act and are not open to review through this planning process.
- **Prescribed Fire** - consideration of prescribed fire would be guided by BLM and FS wilderness policy. There are no current proposals to implement prescribed fire in the wilderness.
- **Predator Control** - BLM and FS wilderness policy allow for predator control programs on case-by-case basis for certain reasons. Control methods are to focus on individual animals.

- Fish Stocking - In cooperation with the state of Idaho, fish stocking is guided by BLM and FS wilderness policy, and the guidance of the Association of Fish and Wildlife Agencies (AFWA), BLM, and FS Policies and Guidelines for Fish and Wildlife Management in Wilderness (AFWA et al. 2006).
- Opening routes to motorized travel or changing the wilderness boundaries – the boundaries are established by Congress. Additional legislation would be necessary to modify the wilderness boundary.
- Trapping - trapping is an acceptable use of wilderness, subject to federal and state laws and regulations.
- Access for the Physically Challenged - Special facilities to accommodate wilderness use by those with disabilities are not required by the Americans with Disabilities Act of 1990. Wheelchairs are allowed in wilderness for use by individuals whose disability requires the use of a wheelchair. Wheelchairs suitable for use in wilderness are those that would be suitable for use in an indoor pedestrian area.
- Livestock Grazing and Allotment Management Plans - Grazing of livestock, where established prior to August 7, 2015, shall be administered in accordance with Section 4(d)(4) of the Wilderness Act, Section 102(e) of the Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act and the grazing guidelines in House Report 96-617, and Appendix A of House Report 101-405.
- Fort Bridger Treaty of July 3, 1868 - The Shoshone-Bannock Tribes have ancestral treaty rights to uses of the Salmon-Challis National Forest and Idaho Falls District BLM that includes the wilderness area. The relationship of the United States government with American Indian tribes is based on legal agreements between sovereign nations. The Fort Bridger Treaty of July 3, 1868, reserved the hunting, fishing, and gathering rights of tribal members on “all unoccupied lands of the United States so long as game is present thereon.” This right applies to all federal lands administered by the BLM and FS.
- Travel Management - Transportation and travel management of routes and designations outside of designated wilderness are outside the scope of this plan and would be addressed through separate travel management planning.
- Trailhead Amenities - During scoping, it was suggested by the public that existing facilities at Little Boulder trailhead may not be sufficient to support current levels of recreational use. Proposed improvements outside the wilderness boundary are outside the scope of this Plan and will be required to undergo a separate NEPA analysis process prior to approval.
- Socioeconomics of wilderness designation - Various parties have expressed concerns regarding the economic impact of the wilderness designation; however, the JMJP Wilderness has already been designated by Congress with the P.L. 114-46, and analysis of the wilderness designation is not within the scope of this EA. Analysis of the impacts of the actions presented in the alternatives is provided below.
- Dogs - Idaho Statute (Section 36 1101) protects big game from harassment by dogs. Further, Idaho Department of Fish and Game regulations apply to dogs used for hunting, pursuit, or trailing of game animals.

Chapter 2 - Alternatives

This section describes and compares the alternatives in comparative form, considered for the JMJP Wilderness Management Plan project. The list below and the table that follows include all direction proposed in the plan, with the exception of direction established by law or policy (Appendix A of this EA).

Alternative A, Proposed Action

The Proposed Action is described in detail in the Wilderness Management Plan for the JMJP Wilderness. The Proposed Action discusses discretionary management actions to address issues identified during internal and external scoping. The following direction is specific to Alternative A:

Wilderness

- Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:
 - a. Associated with valid existing rights,
 - b. Authorized range developments,
 - c. Of historical or cultural value (in conformance with the NHPA), or
 - d. Upper Lake Creek Campground, unless it becomes unsafe or unusable (see Developments and other Human Effects or Disturbances section). Standard (S)

Wildlife

- Adopt pack goat guidelines as recommended by the North American Packgoat Association through education and information. Guideline (G)

Recreation

- Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.) (S)
- The trail leading to the Upper Lake Creek Campground will remain. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur. Management Action (MA)
- Require stock users traveling outside of camp to tie stock to live trees greater than 8" in diameter for only short periods of time, and require use of tree-saver devices or other techniques (e.g. wrap lead around trunk twice before tying the knot) to minimize tree damage. (G)

Developments and Other Human Effects or Disturbances

- BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced. (MA)

Alternative B, Natural-focus

Alternative B includes the following distinct actions, otherwise it is the same as Alternative A.

Wildlife

- Implement the following measures to minimize contact between bighorn sheep and domestic goats used for packing:
 - All pack goats will be on leads or have leads attached to their collar or halter at all times.
 - All pack goats will be tethered at night within 30 feet of humans.
 - If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
 - Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
 - When bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
 - When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
 - In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
 - If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying. (S)

Recreation

- Limit the number of pack and saddle stock in one group to 14 head of stock, with the exception of pack goats, which are limited to a maximum of three per person, and 9 per group. (S)
- Establish a free, self-issue permit system. (MA)
- Rehabilitate the pre-existing road leading to Upper Lake Creek Campground to a wilderness appropriate trail (e.g. Class 3). This will include, but is not be limited to: the removal of existing culverts within the roadbed, reducing foot print of existing road,

retreading road to wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed. (MA)

- Discourage tying of stock to trees for more than two hours. (G)

Developments and Other Human Effects or Disturbances

- Remove Upper Lake Creek Campground facilities. (MA)

Alternative C, Minimum Management

The Minimal Management Alternative represents the baseline direction for managing the wilderness. Under Alternative C, management of the wilderness would be guided by law, policy and regulations without the proactive, wilderness-specific direction for managing wilderness resources and uses proposed in Alternatives A and B.

Management Direction Common to Alternative A and Alternative B

Wilderness

- Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency. (G)

Soil, Water, Air, Riparian Resources

- Manage dispersed campsites and recreational activities to prevent them from expanding beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed. (G)
- Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result. (G)
- Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration Standards. (G)
- Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases and direct methods may be needed to protect wilderness character. (MA)

Vegetation and Botanical Resources

- Ensure impacts to whitebark pine, such as those from fire suppression tactics, improper livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance are minimized when considering these activities. (G)
- Minimize impacts on habitats for rare and sensitive plant species when conducting trail maintenance and construction. (G)

Noxious and Non-native Invasive Species Management

- Place emphasis on minimizing introduction of new species and controlling small infestations that have potential to displace native species. (MA)

- Provide educational information on areas that are susceptible to weed invasion and measures to help prevent non-native, invasive plant establishment and spread. (MA)

Recreation

- Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.) (S)
- Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock. (S)
- Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue. (G)
- Do not construct new trails in the JMJP Wilderness, unless trails are determined to be the minimum necessary for administration of the area as wilderness. (S)
- The FS will remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from its trail inventory and add the Middle East Pass Creek Trail to the FS Trail Inventory. BLM will add the existing trail from the Upper Lake Creek Campground to Sage Creek to its trail system. (MA)
- Require human waste to be buried 6-8" deep and covered at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out. (S)
- Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes. (S)
- In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage. (S)
- Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs and streams, where terrain allows. (G)
- Place wilderness boundary signs at known access points, such as along trails, in drainages and at passes. (S)

Fire Management

- The BLM would have the full range of options to achieve resource management objectives, ranging from full suppression to monitoring of naturally-ignited wildfires. (G)
- Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character. (MA)

Commercial Services

- Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment. (S)

Law Enforcement and Search and Rescue

- Use the flow chart in Appendix 10 [of the WMP] for approval of motorized and mechanized emergency response. (S)

Developments, and Other Human Effects or Disturbances

- An Operations and Maintenance Plan is under development for Sheep Mountain repeater site, and an MRA will be completed simultaneously. (MA)

- Small-scale surface disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. The NHPA process will be followed for all projects (mechanized or non-mechanized) with the potential to adversely affect heritage resources. Actions would generally be conducted in the following order, as needed:
 - a. Physical Closure
 - b. Decompaction
 - c. Scarifying/Pitting
 - d. Re-contouring
 - e. Vertical mulching or “iceberging”
 - f. Erosion control
 - g. Vegetative restoration (MA)

Wilderness Education and Interpretation

- Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established above, but may also be employed to prevent or respond to any recreational visitor impacts. (MA)
- Incorporate wilderness education principles (e.g., wilderness character, safety, “Leave No Trace,” sensitive resources, noxious weeds, or other area information) in brochures, on the BLM and FS websites, on agency maps, at visitor centers, or on other educational materials that describe the Wilderness. (MA)

Management Direction Common to Alternative A and Alternative C:

Developments and Other Human Effects or Disturbances

- BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced. (MA)

Management Direction Common to Alternative B and Alternative C:

Wilderness

- Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:
 - a. Associated with valid existing rights,
 - b. Authorized range developments, or
 - c. Of historical or cultural value (in conformance with the NHPA). (S)

Alternatives Considered but Eliminated from Detailed Analysis

Only one other alternative was considered and that was the No Action Alternative. An alternative that does not protect wilderness character as required by the Wilderness Act, and the enabling legislation, may not be fully considered.

Rationale for Dismissal: A true No Action Alternative would not comply with law or policy, because the FS and BLM are required to manage designated wilderness according

to standards that were not in effect prior to the designation. Further, the enabling legislation requires the agencies develop “wilderness management plans for the wilderness areas.”

Table 1: Alternatives

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Wilderness			
Standard	<p>JMJP-002 - Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:</p> <ul style="list-style-type: none"> a) Associated with valid existing rights, b) Authorized range developments, c) Of historical or cultural value (in conformance with the NHPA), or d) Upper Lake Creek Campground, unless it becomes unsafe or unusable (see Developments and other Human Effects or Disturbances section). 	<p>Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:</p> <ul style="list-style-type: none"> a) Associated with valid existing rights, b) Authorized range developments, or c) Of historical or cultural value (in conformance with the NHPA). 	Same as Alternative B.
Guideline	<p>JMJP-005 - Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency.</p>	Same as Alternative A.	<p>FS - No direction. BLM – Same as Alternative A. (Policy)</p>
Soil, Water, Air, Riparian Resources			
Guideline	<p>JMJP-007 - Manage dispersed campsites and recreational activities to prevent them from expanding beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed.</p>	Same as Alternative A.	No direction.
Guideline	<p>JMJP-008 - Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result.</p>	Same as Alternative A.	No direction.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Guideline	JMJP-009 - Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration Standards.	Same as Alternative A.	No direction.
Management Action	Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases and direct methods may be needed to protect wilderness character.	Same as Alternative A.	No direction.
Vegetation and Botanical Resources			
Guideline	JMJP-010 - Ensure impacts to whitebark pine, such as those from fire suppression tactics, improper livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance are minimized when considering these activities.	Same as Alternative A.	No direction.
Guideline	JMJP-011 - Minimize impacts on habitats for rare and sensitive plant species when conducting trail maintenance and construction.	Same as Alternative A.	No direction.
Noxious and Non-Native Invasive Species Management			
Management Action	Place emphasis on minimizing introduction of new species and controlling small infestations that have potential to displace native species.	Same as Alternative A.	No direction.
Management Action	Provide educational information on areas that are susceptible to weed invasion and measures to help prevent non-native, invasive plant establishment and spread.	Same as Alternative A.	No direction.
Wildlife and Fisheries Resources			
Guideline	JMJP-019 - Adopt pack goat guidelines as recommended by the North American Packgoat Association through education and information (see list below table).	Implement the following measures to minimize contact between bighorn sheep and domestic goats used for packing: (see list below table)	No direction.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Recreation			
Standard	JMJP-021 - Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.)	Same as Alternative A.	No direction.
Standard	JMJP-022 - Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock.	Same as Alternative A.	No direction.
Guideline	JMJP-024 - Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue.	Same as Alternative A.	No direction.
Management Actions	No direction.	Establish a free, self-issue permit system.	Same as Alternative A.
Trails			
Standard	JMJP-025 - Do not construct new trails in the JMJP Wilderness, unless trails are determined to be the minimum necessary for administration of the area as wilderness.	Same as Alternative A.	No direction.
Management Actions	The FS will remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from its trail inventory and add the Middle East Pass Creek Trail to the FS Trail Inventory. BLM will add the existing trail from the Upper Lake Creek Campground to Sage Creek to its trail system.	Same as Alternative A.	No direction. (No changes to the FS trail inventory.)

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Management Actions	The trail leading to the Upper Lake Creek Campground will remain. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur.	Rehabilitate the pre-existing road leading to Upper Lake Creek Campground to a wilderness appropriate trail (e.g. Class 3). This will include, but is not limited to: the removal of existing culverts within the roadbed, reducing foot print of existing road, retreading road to wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed.	Maintain trail at time of designation standards (non-motorized).
<u>Camping</u>			
Standard	JMJP-029 - Require human waste to be covered 6-8" deep at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out.	Same as Alternative A.	No direction.
Standard	No direction	No campfires without pan or blanket. Eliminate all campfire rings.	No direction.
<u>Recreational Horse and Stock Use</u>			
Standard	JMJP-031 - Limit the combined number of pack and saddle stock in one group to 20 head of stock.	Limit the number of pack and saddle stock in one group to 14 head of stock, with the exception of pack goats, which are limited to a maximum of three per person, and 9 per group.	No direction.
Standard	JMJP-032 – Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes.	Same as Alternative A.	No direction.
Standard	JMJP-033 - In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage.	Same as Alternative A.	No direction.
Guideline	JMJP-035 - Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs, and streams, where terrain allows.	Same as Alternative A.	Challis FP: Control recreational stock use in identified problem areas.

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Guideline	JMJP-036 - Require stock users traveling outside of camp to tie stock to live trees greater than 8" in diameter for only short periods of time, and require use of tree-saver devices or other techniques (e.g. wrap lead around trunk twice before tying the knot) to minimize tree damage.	Discourage tying of stock to trees for more than two hours.	No direction.
<u>Signs</u>			
Standard	JMJP-039 - Place wilderness boundary signs at known access points, such as along trails, in drainages and at passes.	Same as Alternative A.	No direction.
Fire Management			
Guideline	JMJP-057 - The BLM would have the full range of options to achieve resource management objectives, ranging from full suppression to monitoring of naturally-ignited wildfires.	Same as Alternative A.	BLM RMP (p. 21): Develop activity plans ... to direct fire suppression on a site-specific basis within the conditional suppression areas In the absence of an activity plan, provide initial attack and full suppression of natural and human-caused wildfires occurring within conditional suppression areas.
Management Actions	Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character.	Same as Alternative A.	No direction.
Commercial Services			
Standard	JMJP-062 - Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment.	Same as Alternative A.	FS – Same as A. BLM – no direction
Law Enforcement and Search and Rescue			
Standard	JMJP-066 - Use the flow chart in Appendix 10 [of the WMP] for approval of motorized and mechanized emergency response.	Same as Alternative A.	No direction. Approval of motorized/mechanized emergency response would not be guided by a flowchart.
Developments and Other Human Effects or Disturbances			

Direction	Alternative A: Proposed Action	Alternative B: Natural-focus	Alternative C: Minimum Management
Management Action	An Operations and Maintenance Plan is under development for Sheep Mountain repeater site, and an MRA will be completed simultaneously.	Same as Alternative A.	No direction.
Management Action	BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced.	Remove Upper Lake Creek campground facilities.	Same as Alternative A.
Management Action	Small-scale surface disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. The NHPA process will be followed for all projects (mechanized or non-mechanized) with the potential to adversely affect heritage resources. Actions would generally be conducted in the following order, as needed: <ol style="list-style-type: none"> 1. Physical Closure 2. Decompaction 3. Scarifying/Pitting 4. Re-contouring 5. Vertical mulching or “iceberging” 6. Erosion control 7. Vegetative restoration 	Same as Alternative A.	No direction.
Wilderness Education and Interpretation			
Management Actions	Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established above, but may also be employed to prevent or respond to any recreational visitor impacts.	Same as Alternative A.	No direction.

Pack goat Management in JMJP Wilderness for Alternatives A and B:

The following list of best management practices for reducing the risk of disease transmission between pack goats and bighorn sheep is taken from the North American Packgoat Association's list of measures. Measures identified on this list may be expanded or revised, based on research.

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.
- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- Where bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

Chapter 3 - Environmental Consequences

This section summarizes the physical, biological, social and economic environments of the affected project area and the potential changes to those environments due to implementation of the alternatives. Pursuant to direction found at 40 CFR 1500.1(b) and 1500.4, the discussion presented here are summaries of the completed analyses and form the scientific and analytical basis for the alternatives' comparison. The alternatives are displayed in Table 2-1. Unless specifically stated otherwise, the project record is incorporated by reference and contains the detailed data, methodologies, analysis, references, and other technical documentation used in the assessment.

Wilderness

Affected Environment

Wilderness is an area designated by Congress and defined by the Wilderness Act of 1964 as a place that (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. The WMP addresses management of the JMJP Wilderness. Wilderness characteristics are described as: untrammeled, natural, undeveloped, having outstanding opportunities for solitude or primitive and unconfined recreation, and other features of value.

Untrammeled

Portions of the JMJP Wilderness have had some degree of human manipulation of the biophysical environment. Some authorized actions which affect the untrammeled quality of the wilderness include, but are not limited to: livestock grazing, prescribed burning, mining, wildlife collaring, wildland fire and noxious weed control. Removal of invasive non-native plants is a form of trammeling, but its goal is to restore the natural ecosystem in the wilderness.

Natural

The JMJP Wilderness presents the visitor with a general appearance of naturalness. From the visitor's perspective, the overall influence of the modern world on the natural quality of wilderness is minor due to the intermittently scattered developments. This natural quality of the JMJP Wilderness is magnified by its proximity to other wilderness areas, including the White Clouds and Hemingway-Boulders Wildernesses to the west, and the Frank Church - River of No Return Wilderness to the north for a combined wilderness complex of over 2.6 million acres.

The natural quality of these wilderness areas is largely intact. The varying elevations in the area provide important habitat for a wide array of fish and wildlife species. Vegetation ranges from mountain sagebrush to whitebark pine ecosystems. Some changes to the native vegetation composition have

occurred in portions of the wilderness, including the introduction of non-native species and impacts from grazing.

Although the natural quality of the JMJP Wilderness appears pristine, it has been impaired by intended or unintended consequences of human actions or activities, including but not limited to: roads, trails, re-seeded areas, invasive non-native species, livestock grazing and associated range developments, and departures from the natural fire regime. Nine livestock allotments extend into the JMJP wilderness, covering approximately 110,829 acres or 95% of the wilderness with a permitted use of almost 10,000 livestock. More detailed current livestock use is covered under the WMP on pages 26-28.

Other resource descriptions of current conditions and analysis for the wilderness plan environmental assessment will cover this quality in more depth. Specifically, see the wildlife, vegetation, noxious weeds, and fire reports for an additional description of the current conditions for this quality.

Undeveloped

The JMJP Wilderness has permanent improvements and built structures that give the sense of human habitation. These “improvements” include range developments such as fences (approximately 19 miles), electric fence (3.4 miles), water systems including headboxes and troughs (28), pipelines (1.5 miles), 48 ponds used for watering sources, and one well.

Some historic structures from the mining era exist within the JMJP, but an extensive cultural resource survey has not been conducted to determine their number or significance. There are no ranger patrol cabins or guest chalets in the JMJP Wilderness. Other developments include: old road grades, the Sheep Mountain radio repeater, maintenance of which will be managed under Minimum Requirements Analysis (MRA) procedures, and hunting related structures such as corrals, meat poles, and campsite furniture.

Emergency administrative authorizations for motorized/mechanized use occur for fire suppression and search and rescue. Unauthorized motorized and mechanized recreational uses occur into wilderness along the motorized routes adjacent to the wilderness boundary.

Outstanding Opportunities for Solitude or Primitive and Unconfined Recreation

The JMJP Wilderness provides outstanding opportunities for solitude and primitive, unconfined recreation. In addition, there is a range of recreational experiences to be found, including short day hikes, plentiful backpacking options, multi-day pack trips or off-trail scrambles, all of which allow for exploration and discovery. Recreation-related developments such as trails, corrals, meat poles and campsite furniture are scattered across the Wilderness. Only the 14-day (BLM) and 16-day (FS) stay limits restrict visitor behavior currently.

Roads and trails that ease access to otherwise extremely difficult-to-access areas also reduce self-reliant recreation. The Herd Lake road section that leads from the Herd Lake Overlook to the Upper Lake Creek Campground (ULCC) was constructed between 1966 and 1973. The campground and its current associated facilities, plus the final section of the road accessing the campsite was constructed in 1973. The 1980 Intensive Wilderness Study and subsequent Jerry Peak Wilderness Study Area cherry-stemmed the road. Cherry-stem routes may be defined as dead-end routes where the boundary of the wilderness extends up one side of the route, around its terminus, and down the other side. In 1983, the Mt. Borah earthquake precipitated closing the road for safety purposes, and the 1999 Resource Management Plan Record of Decision closed the road beyond the Herd Lake Overlook. Three former 4-wheel drive or two

track routes identified as intrusions into the WSA have since naturally revegetated. There may be historic routes from the mining era that cross the wilderness.

Approximately 80 miles of trails within the JMJP were not formally designed or constructed, but, rather, exist by virtue of visitor use, including historic backcountry horse use. Periodic trail maintenance using non-motorized or non-mechanized equipment is conducted by land managers or partners, as needed, to protect natural and cultural resources. Because of the low visitation, there are few trails-related developed structures, relying rather on the naturalness of the area to provide a primitive and unconfined recreational experience. Very infrequent emergency administrative authorizations occur yearly for motorized or mechanized use for fire suppression and search and rescue operations. Aerial imagery shows that, over the years, unauthorized motorized and mechanized recreational uses occur into the wilderness from motorized travel routes along the wilderness boundaries.

Existing trails allow visitors to connect with adjacent wilderness and large roadless areas to provide an expansive and remote setting from which to experience a wide range of primitive recreational opportunities. These opportunities include: day hikes, multi-day backpack or pack stock trips, fishing and hunting, cross-country skiing, snowshoeing, photography, bird/wildlife-watching and experiencing the natural quiet and dark night sky, among others. The JMJP also provides a high value of unconfined wilderness recreational opportunities because there is no user permit system other than for commercial use, and there is minimal directional signage.

Traveling by horseback in these lands, now designated as the JMJP Wilderness, is a traditional use with a long history. Outfitters and guides provide services to support visitors' recreational activities, such as hunting, hiking, riding, fishing, and pack trip operations. Within JMJP Wilderness, there are currently three permitted outfitters and only one with authorized assigned sites within the Wilderness.

Visitor Use Assumptions

- Visitor use is generally low within the JMJP Wilderness. Encounters with other visitors occasionally occur on-trail. Off-trail, it is unlikely to encounter other visitors.
- Average group size: 4
- Average stock group size: 6
- Seasonality: 60% in the fall, 35% of use in the spring and summer, 5% winter.
- Groups with stock:
- Trip length: 3-5 days on average

Additional information regarding visitor use may be found in the wilderness specialists' report.

Other Features of Value

Herd Lake is an excellent example of a relatively uncommon barrier lake. Barrier lakes form when a river is naturally dammed by mass wasting such as landslides, debris flows, avalanches, and lava flows. Herd Lake formed very recently in geologic time, about 2,500 years ago, by one or more landslides or rock slides in which volcanic talus was deposited across the narrow Lake Creek drainage. The talus contains sufficient fine material, deposited by landslide action and by Lake Creek moving through the talus, to restrict the flow of Lake Creek such that Herd Lake formed. Lake Creek now flows from the lake at an elevation of approximately 7,176 feet, compared to a pre-landslide elevation of approximately 7,070 feet. Even more uncommon, the landslide-dammed lake has very high productivity and sedimentation rates compared to other lakes in the Salmon River basin, such that there is a seasonal sediment record (varves) for nearly the entire history of the lake (Kile et al. 2016).

Required Monitoring

Wilderness Monitoring

Information generated in monitoring wilderness conditions indicates: the current state of wilderness character; how wilderness character is changing over time; how stewardship actions are affecting wilderness character; and what stewardship priorities and decisions would best preserve and sustain wilderness character. The agencies will follow the wilderness character monitoring framework identified in *Keeping It Wild 2: An Updated Interagency Strategy to Monitor Trends in Wilderness Character Across the National Wilderness Preservation System* (Landres et al. 2015; or most current).

The JMJP Wilderness is currently one of 36 wilderness areas co-managed by more than one agency. The FS manages the majority of the JMJP Wilderness, and, therefore, the protocols in the FS Wilderness Character Monitoring Technical Guide will be applied across the JMJP Wilderness. The FS will take the lead in reporting wilderness character trends and data.

Solitude monitoring began in 2017 and will continue through 2021 to establish the baseline value for the following indicator. Five years from establishing baseline, the following thresholds will be reviewed and if changes are considered appropriate, a Plan amendment with public involvement will be necessary.

If recreation site and travel encounters increase by 10% or more, the agencies will assess impacts and make a determination if management actions are needed to maintain wilderness character.

Recreation Monitoring

Monitoring for the user-developed routes indicator occurred in 2017 and will continue through 2020 to establish baseline data.

If total miles of user-developed routes increases by 3% or more, agencies will assess impacts and make determinations if management actions are needed to maintain wilderness character.

Monitoring for new social trails would specifically occur in high use areas, such as near trailheads, campsites and at popular destinations.

Monitoring for user-created installations or structures associated with campsites would occur during routine wilderness patrols and would be removed or deconstructed when found unless allowed under special use permit.

The FS campsite monitoring protocols (2016 or current) would be applied across the JMJP Wilderness to determine campsite conditions. Monitoring occurred in 2017 and will continue through 2020 to assess campsite conditions and any associated human-caused impacts to establish baseline data.

Alternative A – Proposed Action

Much of the direction is the same between Alternatives A and B. The following are the key differences under Alternative A:

- Pack goat – Adopt pack goat guidelines as recommended by the North American Packgoat Association through education and information.
- Stock group size limit – Limit the combined number of pack and saddle stock in one group to 20 head of stock.

- Permit system – No registration/permit system established.
- Upper Lake Creek Campground – BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced.
- Upper Lake Creek Campground Trail - The trail leading to the Upper Lake Creek Campground will remain. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur.

Direct and Indirect Effects - Alternative A

Each aspect of the proposed wilderness plan direction was considered for each indicator. For those resources or topics with no effects, they are not listed in this EA. Additional detail may be found in the project record.

Resource Indicator and Measure 1: Untrammelled

Soil, Water, Air, Riparian Resources

The proposed direction to allow natural soil erosion (JMJP-008) would minimize adverse impacts on the untrammelled quality by minimizing agency actions to alter naturally occurring soil erosion, while allowing for protection of life and property outside the wilderness.

Vegetation and Botanical Resources

By implementing the direction for the protection of whitebark pine (JMJP-010) and trail work in rare and sensitive species habitat (JMJP-011), there is a lower risk of impacts to the untrammelled quality. Efforts to minimize impacts to whitebark pine may result in fewer trammeling actions, or may result in a smaller magnitude of the trammeling action (e.g. controlling only a portion of a fire).

Noxious and Non-Native Invasive Species Management

While noxious and invasive weed control activities are trammeling actions, this plan does not analyze weed control activities, as those are addressed under agency-specific invasive species analyses: SCNF Invasive Plant Treatment Record of Decision (2016), BLM Challis-Salmon Integrated Weed Control Program EA (March, 2009; or most current).

Two management actions are proposed under Alternative A: placing emphasis on minimizing introduction and controlling small infestations, and providing education on areas that are susceptible to weed invasion, and measures to help prevent establishment and spread. Both of these actions have the potential to reduce impacts to the untrammelled quality of wilderness character. Both management actions would reduce the need for actions to manipulate “the earth and its community of life” by reducing the need for weed treatments through efforts to reduce the introduction and spread of invasive species.

Fire Management

This alternative would result in benefits to the untrammelled quality, as naturally-occurring fire would be allowed to play its natural role in the ecosystem on the BLM-managed portions of the wilderness.

There would be little difference between this alternative and the minimum management alternative for the FS-managed portion of the Wilderness, since the current LRMP direction allows for appropriate response to wildfire.

Resource Indicator and Measure 2: Natural

Soil, Water, Air, and Riparian Resources

The natural quality will benefit from the direction proposed in this alternative for Soil, Water, Air, and Riparian Resources by further protecting these natural components of the wilderness. While the effects are difficult to measure, qualitatively the additional guidance related to these natural resources would provide for more protection of these natural components of wilderness.

Vegetation and Botanical Resources

The proposed guidelines for minimizing impacts to whitebark pine (JMJP-010) and trail work in rare and sensitive species habitat (JMJP-011) would benefit the natural quality of wilderness character. As a candidate species for listing under the ESA, there is sufficient information to illustrate threats to the ecological status of whitebark pine. Several activities have the potential to impact or are currently impacting whitebark pine stands. This guideline would help protect these natural features (i.e. stands of whitebark pine) within the JMJP Wilderness by ensuring this resource is considered when approving the activities with potential to impact the stands.

The guideline regarding trail constructions and maintenance (JMJP-011) would aid to ensure impacts to habitat for rare or sensitive plant species are avoided or minimized during trail maintenance or construction. Protection of native plant species, particularly those for which population viability is of concern, would benefit the natural quality.

Noxious and Non-Native Invasive Species Management

Presence of noxious and non-native, invasive species degrades the natural quality of wilderness character. The Proposed Action incorporates guidelines to minimize or prevent the introduction and spread of noxious weeds and invasive species in wilderness areas. The management actions proposed would benefit the natural quality by reducing the spread of invasive species through education that encourages weed prevention practices and identification of new infestations, and emphasizing treatment of small infestations before they become established. *Also see Noxious and Non-Native Invasive Species environmental consequences section.*

Wildlife and Fisheries Resources

The proposed action (Alternative A) includes educating pack goat users on measures for reducing the risk of contact, as developed by the North American Packgoat Association (NAPGA, 2017;). As pack goat users voluntarily adopt these measures, there would be benefits to the natural quality as risk of disease transmission to bighorn sheep is reduced. *See also the Wildlife environmental consequences section.*

Recreation

Minor beneficial effects could occur to natural resources (streamside habitat, lake shores, vegetation, wildlife, soils, water quality) with restriction on recreation. Benefits include having limits on group sizes and stock numbers to minimize future impact on the land, prohibiting shortcutting of switchbacks that would reduce soil erosion, and taking proper measures to ensure proper food storage so that animals are not habituated to human food.

Monz et al. (2000) review various studies on group size and resource impact, and suggest “In relatively undisturbed places, intense, concentrated use by a large group can cause substantial impact, while a small group exhibiting the same behavior over a similar square area might cause little significant impact to the soil and plant communities.” Large groups can mitigate the effects of their size on soils and vegetation by breaking into small groups when traveling and camping (Monz et al. 2000). The JMJP Wilderness is largely undisturbed with campsites clustered along trails, as would be expected. The terrain and available space for campsites limits the size of groups that may be accommodated in some campsites. Many trails occur in drainages where broad, flat locations for campsites that would accommodate large groups are rare.

Encouraging proper food storage helps protect wildlife from habituation to humans, their food and areas of human activity.

Trails

Administrative changes to the trail inventory to align the inventory with on the ground conditions would not affect the natural quality of the wilderness.

The proposed action also limits new trail construction to instances where truly necessary to protect wilderness values and resources. If new trail construction were to occur, site-specific MRA and NEPA analysis would be necessary. In general, however, trail systems concentrate use, limiting the extent of potential impacts to vegetation and soils. Properly constructed and maintained trails limit erosion and trampling of vegetation, thereby minimizing the impacts from social trails, or trail braiding on soils and plant communities.

Camping

The natural quality would benefit under this Alternative. Waste mitigation has a positive impact on water quality, as well as wildlife encounters. Concentrating campsites on durable surfaces would minimize occurrences of compaction and impacted to vegetation.

Recreational Horse and Stock Use

The natural quality would benefit under this Alternative. Directions for managing stock use (JMJP-032 through 036) described under Alternative A are considered the minimum necessary for the protection of natural resources. Efforts to incorporate low impact stock techniques, such as padding trees, containment away from water sources, and having a maximum number of stock per group, will lessen the impact on the surrounding ecosystem and preserve natural conditions.

Monz et al. (2000) summarized visitor use impacts as related to group size and stated, “Numerous studies have also found that horses have more potential than hikers to cause both accelerated erosion (DeLuca et al. 1998) and vegetation damage (Cole and Spildie 1998). This suggests that size limits are particularly important for groups with horses and mules, particularly in less-disturbed portions of wilderness.”

The various other standards and guidelines would all benefit the natural components, including water quality, soils and vegetation. One study on restoring impacts from stock use emphasizes the need for preventing problems in the first place, rather than attempting to correct them after they occur (Spildie et al. 2000); the study proposed rethinking restrictive actions to prevent impacts, rather than reacting after an area is impacted.

Fire Management

Lightning-ignited wildfire is a natural disturbance process that has shaped the vegetation across the landscape for centuries. Much of what scientists understand about fire ecology (the study of fire effects,

natural vegetation dynamics, and succession) comes from observations of natural fires in several wilderness areas that have been allowed to burn under a wide range of physical and biological conditions since the 1970s (Miller, 2014). Lightning-ignited, or naturally-occurring fire, when allowed to play its natural role in wilderness, would protect and benefit the fire-dependent ecosystem.

In some settings across the West, weed infestation after fire can be particularly detrimental to the naturalness of the Wilderness. However, given the predominately weed-free setting of the JMJP Wilderness, this risk is very low.

Law Enforcement and Search and Rescue

The ‘approval’ flowchart (JMJP-066) gives managers an opportunity to make decisive and reasoned decisions that take both visitor safety and wilderness character into consideration. In essence, the flowchart provides an easy visual process for approving motorized or mechanized equipment or vehicles that complies with policy. The direction presented in the flowchart is policy.

The flowchart focuses on streamlining the decision-making process to ensure the undeveloped quality is preserved to the extent possible during emergencies (see the undeveloped section for more discussion). Preserving the undeveloped quality would also benefit the natural quality. For example, a helicopter landing may be authorized for an operation, and with it, authorization for cutting a helispot, which would impair the natural quality.

The natural quality would also benefit with use of the flowchart by establishing a defined path during large scale operations within the wilderness that, in turn, positively impact the surrounding wilderness ecosystem by using only what measures are necessary. There are possibilities during life-saving operations that the responder’s primary focus is on preservation of life, this forces the manager to consider wilderness qualities along with life-saving measures providing opportunities to not use heavy handed tactics unless it is truly warranted. Large scale SAR operations, however, are not a frequent occurrence. The wilderness experiences a low visitation rate and, thus, may have a corresponding low call volume, decreasing the chances of such impacts occurring. The flowchart incorporates basic wilderness law and policy and lays out the decision making process to allow for rapid response during times when life-saving measures are critical.

Developments and Other Human Effects or Disturbances

Rehabilitation of small-scale surface disturbances would benefit the natural quality by minimizing the appearance of human-caused disturbances, such as abandoned developments or old vehicle routes.

While there is a risk for weed invasion with any ground-disturbing activities, the plan includes direction for minimizing this risk: For any ground disturbing activities, develop measures to mitigate the potential for the spread or introduction of invasive species.

Wilderness Education and Interpretation

The Wilderness Act identifies education as a public purpose of wilderness. However, this does not require agencies to provide interpretive and educational information within wilderness areas or to advertise all recreational opportunities available if such advertising could impair preservation of wilderness character.

Interpretation can best be defined as “An educational activity which aims to reveal meanings and relationships through the use of original objects, by firsthand experience, and by illustrative media, rather than simply to communicate factual information” (Tilden 2008). Wilderness education is one of the most important tools for ensuring the protection of wilderness resources and character.

The USFS and BLM will use education and interpretation as a visitor use management tool in order to:

- preserve the wilderness experience and enhance enjoyment of the wilderness resource
- protect the wilderness resource and characteristics, including natural processes
- improve understanding of wilderness, including appropriate legal uses
- manage visitor activities that may impact wilderness character
- inform visitors of the inherent risks in a wilderness experience
- encourage a connection to and appreciation of wilderness

Resource Indicator and Measure 3: Undeveloped

Wilderness

Specific direction presented in the plan for removal of structures within wilderness (JMJP-002) is tied to law: Wilderness Act, Congressional Grazing Guidelines and Section 106 of the National Historic Preservation Act. The exception is the Upper Lake Creek Campground - see discussion under opportunities for primitive and unconfined recreation.

Recreation

Signs

Signing the wilderness boundary (JMJP-039) may better preserve the undeveloped quality by reducing unintentional violations of motorized vehicles into the wilderness. The signs themselves would not impact the undeveloped quality as they would be just exterior to the wilderness.

Fire Management

The undeveloped quality would be better preserved under this alternative, since naturally-ignited fire would be allowed to play its natural role, thus reducing the need for motorized equipment or vehicle use, which impairs this quality.

Should fire suppression activities be necessary, such as for human safety, or protection of private property outside the wilderness, MIST and follow-up rehabilitation of impacts would be required, thereby minimizing impacts on-the-ground.

Law Enforcement and Search and Rescue

The undeveloped quality would benefit from implementation of the 'approval' flowchart (JMJP-066). During operations within wilderness, motorized and mechanized transport such as helicopters, ATV's, motorcycles, aerial delivery, wheeled litters, motorcycles, etc. would degrade this quality; however, the flowchart would assist the decision-maker in promptly determining the necessity of such tactics and allowing responders quick decisions on means of access. The flowchart would mitigate as much mechanized and motorized usage as possible and provides a mechanism to comply with policy and remove subjectivity from the decision-making process.

Developments and Other Human Effects or Disturbances

Several structures, both recreational and non-recreational (e.g. Sheep Mountain repeater), were present in the wilderness at the time of designation. Allowing these structures to remain would not further degrade the undeveloped quality, but it would not improve it either. Rehabilitation of small-scale,

surface disturbances, such as old vehicle routes or abandoned installations, would improve the undeveloped quality.

Maintenance of the Sheep Mountain Repeater would be further analyzed through an MRA and NEPA analysis, as appropriate. The existence of these facilities, however, would not additionally degrade the undeveloped quality beyond that which existed at the time of the designation of the wilderness.

See discussion of the Upper Lake Creek campground under the Opportunities for Primitive and Unconfined Recreation indicator.

Under the proposed action, other existing small scale disturbances, such as illegal ATV use or campsites in locations that are impacting resources, will be rehabilitated using MRA protocols. These unauthorized scars on the land reduce the undeveloped nature of the wilderness, but restoration efforts will improve the undeveloped wilderness character.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

Wilderness

See Upper Lake Creek Campground section, which is the only portion of the structures direction (JMJP-002) that is established by law.

The direction for applying, where possible, seamless regulations across the interagency wilderness (JMJP-005) may indirectly improve opportunities for primitive and unconfined recreation because there would be one set of regulations across the wilderness, rather than varying direction by agency-specific portion of the wilderness.

Soil, Water, Air, Riparian Resources

In general, the direction proposed under this alternative for Soil, Water, Air, and Riparian Resources would not affect opportunities for primitive and unconfined recreation. The management action encouraging the use of indirect methods, such as education, could preserve this quality by implementing educational efforts before regulatory restrictions. The need for additional restrictions would impair the opportunities for unconfined recreation.

Wildlife and Fisheries Resources

The proposed standard for educating pack goat users on measures to minimize the risk of disease transmission (JMJP-019) would not affect opportunities for primitive and unconfined recreation. However, opportunities for primitive and unconfined recreation would be better preserved under this alternative when compared with Alternative B, which proposes restrictions on visitor use.

Recreation

Opportunity for a primitive and unconfined type of recreation will be adversely affected by managerial controls placed on visitors to the wilderness. Some of these will include the limits to visitor and stock group sizes, not being able to cut switchbacks, and food storage recommendations.

The proposed action under Alternative A includes group size limits for both people (12 person maximum; JMJP-021) and recreational stock (20 head maximum; JMJP-031). Based on the assumptions established for visitor use (*see Visitor Use Assumptions in the Wilderness Affected Environment above*), these group size numbers are well within what is generally encountered and anticipated within the JMJP Wilderness,

thereby accommodating the vast majority of use. In general, group sizes within the JMJP Wilderness are estimated to be about 4 people and 6 head of stock.

The impact from these group size limits on outfitter and guiding operations within the wilderness are considered to be extremely low. The data reported by the one outfitter with assigned camps, Ken Smith Hunting, did not exceed the proposed limitations over eleven years of use in the JMJP. Data from other outfitters in the area (see Table 2: Outfitter Data) is also within the proposed limits.

Overall, eight new regulations on recreational visitation would be implemented under Alternative A. Several of these regulations are very low impact upon visitors, as they are commonly accepted and practiced by recreationists (e.g. prohibiting shortcutting trail switchbacks; requiring human waste to be buried, and requiring pack and saddle stock to be under control). Standards and guidelines proposed are:

- Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.) (JMJP-021; S)
- Limit the combined number of pack and saddle stock in one group to 20 head of stock. (JMJP-031; S)
- Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock. (JMJP-022; S)
- Require human waste to be buried 6-8" deep and covered at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out. (JMJP-029; S)
- Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes. (JMJP-032; S)
- In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage. (JMJP-033; S)
- Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs and streams, where terrain allows. (JMJP-035; G)

Trails

In general, a trail system decreases the level of self-reliance and primitive skills required by a visitor by creating a defined and established route through the wilderness that otherwise would not occur naturally. Opportunities for primitive and unconfined recreation, however, would not be further impacted over current conditions, as no new trails are currently proposed.

The changes to the trail inventory that are proposed would be administrative changes to the trail inventory, to bring existing trails into the inventory or remove trails that do not exist on the ground. The one exception to this is the Baker Creek trail, which is present on the ground. The proposal for this trail would remove it from the inventory but would not rehabilitate the trail (i.e. it would remain on the ground but would not receive maintenance and would not be shown on maps). In short, these trail changes are administrative and would have no effects on the ground other than ensuring future maintenance of trails in the trail inventory.

Camping

The requirement to bury human waste (JMJP-029) under this alternative is a generally accepted regulation. While it is a management restriction on visitor behavior, it is a common recreation practice and of little impact on the visitor.

Recreational Horse and Stock Use

This alternative acknowledges the historic role of horses in wilderness exploration, and the associated value of preserving traditional pack and saddle stock skills in light of the overall decline of these skills (Watson et al. 1993).

One of the goals of wilderness recreation management is to avoid ecological impacts and provide opportunities for high-quality wilderness experiences. Another goal—which often conflicts with the former—is to provide access for these experiences and to avoid restriction and regulation, which can make experiences seem “confined.” Conflict between these two goals usually results in some compromise of both (Spildie, et al. 2000). These proposed standards and guidelines are considered the minimum necessary stock handling techniques for preservation of the natural environment. Continued stock use preserves the primitive quality of wilderness character. Horseback riding or using pack animals preserves this traditional use, which allows users to travel with heavy loads to remote places, with an emphasis on self-reliance.

Under this alternative, impacts to opportunities for a primitive and unconfined type of recreation would be mostly neutral or positive. Based on our understanding and assumptions for visitor use within the JMJP Wilderness, the proposed group size limit (20 head of stock per group) considerably exceeds the typical group size (about 6 head of stock per group). Few groups would be impacted by this limit. The group size limit is practical because there are limited campsites that could accommodate larger groups. Many areas are limited due to the terrain.

It is generally estimated that it takes at least 1.5 head of stock (e.g. horses, mules) to accommodate one person. A group of 12 people, the maximum under this alternative, would need at least 18 head of stock and this alternative would allow for those additional 2 head of stock to fully support this upper limit of people. Outfitter and guides may occasionally support groups of people at the upper end of the group size limit and would need this number of stock to support their operations.

Managerial controls on visitor behavior regarding stock use would benefit not only the protection of the natural environment but also the stock and stock users themselves. For example, ensuring stock handling areas are at least 200 feet from water sources, such as lakes and streams, not only helps protect sensitive riparian areas but also may reduce conflict with other groups.

Conversely, opportunities for primitive and unconfined recreation may also be negatively impacted by these restrictions on recreational stock use, including the group size limit and measures for protection of the natural environment. Groups exceeding the group size limit of 20 head of stock would either be required to recreate elsewhere or would have to split into smaller groups to visit the JMJP Wilderness. The required techniques for minimizing environmental damage (padding highlines, setting back from water sources, etc.) are also regulations that would impact a recreational stock user’s opportunity for unconfined recreation, however slightly. By preventing resource damage before it occurs, these regulations may be preventing more restrictive regulation in the future.

Signs

This direction would not affect opportunities for primitive and unconfined recreation as there are no management restrictions on visitor behavior proposed, nor facilities that reduce self-reliant recreation.

Commercial Services

Section 4(c) of the Wilderness Act, prohibits structures and installations in wilderness. The direction specific to structures (JMJP-062) would apply to the FS portion of the wilderness regardless of the wilderness plan, as it is established in policy. In the JMJP Wilderness, outfitting and guiding is most commonly related to hunting activities. Currently, the only assigned outfitter and guide camps are within

the FS portion of the wilderness. The proposed action would require permanent structures associated with commercial services to be removed.

Temporary structures and facilities for outfitters may be approved, so long as they do not remain on the landscape for more than one season. Reducing the number of commercial outfitter installations and structures would improve the opportunities for primitive and unconfined recreation by decreasing facilities that reduce self-reliant recreation. For example, the use of temporary blinds and other structures by outfitters would reduce the hunters' development of and reliance on primitive hunting skills. This direction would continue to allow for realization of recreational experiences through guided activities, while minimizing the impacts from structures or installation on wilderness character.

Developments and Other Human Effects or Disturbances

The Sheep Mountain repeater and rehabilitation of small-scale surface disturbances would not affect opportunities for primitive and unconfined recreation.

The Upper Lake Creek Campground includes three campsites (picnic table, metal fire ring) and a vault toilet. Inherently, the presence of the campground facilities reduce the need for self-reliance, a component of primitive and unconfined recreation. These recreational facilities existed at the time of designation. Opportunities for primitive and unconfined recreation would not be further degraded from allowing these structures to remain, as they were present when the wilderness was established. If the campground facility became unusable or a safety hazard, the decision to maintain or replace the facilities would be evaluated at that time.

During the scoping process for this plan, it was suggested to retain the campground facilities to allow for certain user groups, such as visitors with disabilities, the opportunity to recreate in a wilderness setting. As noted, these facilities would not further degrade wilderness character from that which was present at the time of designation. Visitors with disabilities may be able to use the campground with the use of wheelchairs or other mobility devices, which may be packed in on stock. This would allow for a unique wilderness experience for this user group or any other visitors to the JMJP Wilderness.

For this campground to be fully accessible under ADA requirements improvements to the facilities would be necessary. A full evaluation for what upgrades would be necessary has not occurred, but it is likely the site would require new picnic tables, improvement to the trail leading to the restroom, and, possibly, other ground surface improvements. These upgrades would degrade the opportunities for primitive recreation.

Resource Indicator and Measure 5: Opportunities for Solitude

Recreation

Opportunities for solitude would be positively impacted under this alternative. Opportunities for solitude may be benefited by limiting group sizes for stock and people. Generally, visitors feel that encountering very large groups (e.g. over 20 people) negatively affects the feeling of wilderness; however, it is uncertain if seeing people in one large group has a more negative experience than seeing the same number of people in several small parties (Monz, et al., 2000).

Trails

Trails concentrate use, increasing visitor encounters, which impair feelings of solitude. However, since there are no new trails proposed encounter rates would not change over the present level. Therefore, there would be no changes to the opportunities for solitude due to trails management under this alternative.

Recreational Horse and Stock Use

While in the minority, there are some hikers who dislike encountering horses (Watson et al. 1993). For some hikers, their enjoyment of a wilderness visit may be impacted simply by encountering evidence of horse use (e.g. horse manure). In one study, however, about 70% of hikers enjoyed or didn't mind meeting horses in the wilderness (Watson et al. 1993). Therefore, depending on the user, there may continue to be impacts to solitude from encountering up to 20 head of stock in a group in the wilderness. The benefits to these user groups may be marginal under this alternative given that larger groups (e.g. 30 or more head of stock) are an unlikely occurrence in this wilderness.

For visitors without negative perceptions of horse and stock use, this alternative would have no effect on opportunities for solitude.

Signs

Generally, boundary signage is in the form of small, brown fiberglass markers or small metal signs, which blend with the environment. This minimizes the impact on visitors of these sights of human-presence or disturbance on the landscape. The impact to opportunities for solitude from the boundary markers is insignificant. As the visitors leave the wilderness boundary behind, they distance themselves from not only these boundary signs but also more significant human development (cars, roads, buildings, etc.) as they travel further into the wilderness.

Commercial Services

Remoteness from sights and sounds of human activity inside the Wilderness is a component of opportunities for solitude. It is affected by encountering structures or impacts from other visitors within wilderness, which may include campsite structures, such as tables, chairs or corrals. Standards specific to structures for commercial services (JMJP-062) would apply on the FS portion of the wilderness regardless of the wilderness plan, as it is established in policy (2323.13g). This direction would minimize any future structures related to outfitter and guide operations on the BLM-portion of the Wilderness as well.

Fire Management

By allowing naturally ignited fire to play its role in the wilderness, whenever possible, this alternative would protect opportunities for solitude by reducing the likelihood of impacts to solitude that would be caused by aircraft, or fire personnel on-the-ground for fire suppression activities.

Law Enforcement and Search and Rescue

Opportunities for primitive and unconfined recreation can be positively affected by missions within wilderness. Similar to undeveloped and natural qualities this flow chart provides a clear path to more appropriate search and rescue or law enforcement actions within the Wilderness. Certainly the presence of more operations personnel will prove to degrade the quality of solitude; however, this same quality may be better protected with the flowchart eliminating large components of missions that were deemed unnecessary or inappropriate.

Developments and Other Human Effects or Disturbances

The existence of the repeater structure and site may hinder the feeling of solitude and an unconfined recreational experience and will degrade the visual resource of the area that is within view of the repeater. Maintenance activities of the Sheep Mountain repeater may slightly increase the likelihood of encounters; however, most annual maintenance in the past has been on one weekday, with 1-2 people. The operations and maintenance plan will examine maintenance needs in more detail, including NEPA analysis for any prohibited uses.

The presence of Upper Lake Creek Campground, as addressed in JMJP-002 and management actions in the Developments..., section of this analysis, may serve to concentrate overnight camping use, thus detracting from feelings for solitude. However, it is a very small campground with only three sites and receives low visitation. The sight of the campground detracts from the feelings of remoteness from human activity and occupation. As noted, this would not further degrade the opportunities for solitude over that which existed at the time of designation.

Rehabilitating small-scale surface disturbances, would improve the opportunities for solitude, by removing those sights of human occupation, or disturbance from the Wilderness. Conversely, during activities by staff or volunteers to rehabilitate disturbances, there may be increased encounters with the public. Potential encounters may be mitigated by undertaking rehabilitation activities during the week, when visits tend to be lower. These impacts would likely be of short-term duration, occur only during the rehabilitation work, and concentrate at the location of the rehabilitation project.

Wilderness Education and Interpretation

This direction would not affect opportunities for solitude, as it would not result in increases or decreases of visitors, or sights and sounds of human activity within the wilderness.

Resource Indicator and Measure 6: Other Features of Value

Under Alternative A, the trail leading to the Upper Lake Creek Campground would remain. Width would be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts would not be removed unless they become obsolete (e.g. wash out or cannot be maintained). Replacement of culverts would not occur. This poses no effect to this value.

Resource Indicator and Measure 7: Recreation -Trails

The primary purpose of the proposed action regarding trails is to bring the trail inventory into conformance with the on-the-ground reality within the wilderness. Trail inventory efforts over the 2015-2017 summer seasons illustrate that several trails recorded in the trail inventory are no longer present. There are no obvious trail corridors or paths. Conversely, there are several trails that are present and were established at the time of designation that were not recorded in the trail inventory.

The federal agencies are mandated to preserve wilderness character in Section 2(a) of the Wilderness Act. Every wilderness is unique in terms of the resources and has conditions that prevail at the time of designation. The combination of the qualities of wilderness character that exist at the time of designation are also unique to each wilderness; however it is this benchmark – the status at the time of designation – against which the mandate to preserve wilderness character is typically measured. Updating the trail inventory to be consistent with the on-the-ground conditions that were present at the time of designation is a component of ensuring preservation moving forward.

The changes to the trail inventory are largely an administrative action only. There would be no closures to people or stock users navigating cross-country in areas where the trails were once recorded as occurring. The primary change that would occur on-the-ground for trails brought into the inventory is that they would receive maintenance, as practicable, moving forward.

Revisions to the trail inventory would allow for increased accuracy of trail maps within the wilderness. This would enhance the visitor experience by presenting the network of trails as they exist on the ground. Improved accuracy of maps would also improve route navigation and trip planning for visitors.

Further, by removing trails that do not exist from maps, the safety of visitors would also be improved. The current trail system allows for access across the wilderness while continuing to provide extensive off-trail opportunities.

Under the proposed action, updates to the inventory would bring 10 miles of trail into the inventory. These miles of trail would then receive maintenance: 3.6 miles on the NFS lands and 6.4 miles on BLM-managed lands. At this time it is unknown exactly how many miles of trail would be removed from the inventory.

Conversely, the 1-mile Baker Creek trail, which is currently in the FS trail inventory and was present at the time of designation, is a spur trail that dead-ends at private property. This trail does not enhance the network of trails available to the visitor. The proposed action is to remove this trail from the inventory, but no actions to decommission the trail would occur. Visitors to wilderness may continue to use the trail, but it would not receive maintenance by the agency in the future.

Cumulative Effects – Alternative A

Past, Present, and Reasonably Foreseeable Activities Relevant to Cumulative Effects Analysis

Cumulative effects are “the incremental impacts of the proposed action and alternatives when added to effects of other actions both on National Forest System or BLM-managed lands and other adjacent federal, state, or private lands” (40 Code of Federal Regulations [CFR] 1508.7). The Council on Environmental Quality (CEQ) regulations do not require the consideration of the individual effects of all past actions to determine the present effects of past actions. In regard to past actions, the agency must determine what information regarding past actions is useful and relevant to the required analysis of cumulative effects during the scoping process and the preparation of the analysis. Dependent upon the proposed action, the accounting for past actions and specific information about the direct and indirect effects of their design and implementation could, in some contexts, be useful to predict the cumulative effects of the proposal. The CEQ regulations, however, do not require agencies to comprehensively list and analyze all individual past actions. Just because information about past actions may be available or obtained with reasonable effort does not mean that it is relevant and necessary to inform decision making (40 CFR 1508.7).

Resource Indicator and Measure 1: Untrammeled

The primary activities that have impacted the untrammeled quality within the wilderness cumulative effects area include: trail and road construction, livestock grazing installations, weed treatments, water diversion and fire suppression. The proposed action, combined with past present and reasonably foreseeable actions would not cumulatively effect the untrammeled quality except by potentially improving it.

Resource Indicator and Measure 2: Natural

The primary activities that have impacted the natural quality within the wilderness cumulative effects area include: varying degrees of degraded vegetation and wildlife composition due to invasive species establishment, fire suppression, recreation, fish stocking, and livestock grazing. Conversely, treatments to remove invasive species have improved the naturalness of the area. Alternatives A is anticipated to slightly improve naturalness, thereby contributing positively toward cumulative effects.

Resource Indicator and Measure 3: Undeveloped

The primary activities that have impacted the undeveloped quality within the wilderness cumulative effects area include: construction and maintenance of range developments, the water diversion, Sheep Mountain repeater and various user-created or constructed routes. The proposed action would not contribute to cumulative impacts to the undeveloped quality.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

The primary activities that have affected opportunities for primitive and unconfined recreation within the wilderness cumulative effects area include: recreation (including the Upper Lake Creek Campground), outfitter and guide activities, and trail construction. The proposed action would result in cumulative minor adverse impacts.

Resource Indicator and Measure 5: Opportunities for Solitude

The primary activities that have affected opportunities for solitude within the wilderness cumulative effects area include: recreational visitation; federal projects with personnel on the ground, such as trail maintenance, monitoring, invasive species treatments; and livestock management. The proposed action would benefit opportunities for solitude by reducing encounters with large groups and other sights of human presence. The proposed action would result in cumulative minor beneficial impacts.

Resource Indicator and Measure 6: Other Features of Value

The primary activities that have affected other features of value within the wilderness cumulative effects area include: construction of the road leading to the Upper Lake Creek Campground. The proposed action would not contribute to cumulative effects to other features of value.

Resource Indicator and Measure 7: Trails

The primary activities that have affected other features of value within the wilderness cumulative effects area include: trail construction and maintenance, road construction and maintenance, and travel management planning. The proposed action is not expected to have cumulative effects on recreation because the changes are largely administrative with little to no on-the-ground changes to recreational opportunities compared with baseline conditions.

Alternative B – Natural-Emphasis

Much of the direction is the same between Alternatives A and B. The following are the key differences under Alternative B:

- Pack goat – measures are required, and will be enforced.
- Stock group size limit – maximum of 14 animals, with the exception of pack goats, which are limited to 3 per person and 9 per group.
- Permit system – establish a free, self-issue permit system.
- Campfires – no campfires without fire pan or fire blanket.
- Upper Lake Creek Campground – Close campground and remove campground facilities.

- Upper Lake Creek Campground Trail - Rehabilitate the pre-existing road leading to Upper Lake Creek Campground to a wilderness appropriate trail (e.g. Class 3). This will include, but is not limited to: the removal of existing culverts within the roadbed, reducing foot print of existing road, retreading road to wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed.

Required Monitoring

Required monitoring is the same as described under Alternative A.

Direct and Indirect Effects - Alternative B

Resource Indicator and Measure 1: Untrammeled

Wilderness

Direction and effects specific to structures (JMJP-002) are the same as described under Alternative C. Direction and effects specific to seamless regulations across the interagency wilderness (JMJP-005) are the same as described under Alternative A.

Recreation

Trails

The difference between Alternative B and the proposed Alternative (A) is to allow the trail to the Upper Lake Creek Campground to be made into a wilderness trail. This would involve removing culverts, reducing the footprint and reducing the visual impact of the road bed. Changes to the route would have a mixed result on the untrammeled quality. Minimizing the prism of disturbance associated with the route would benefit the untrammeled quality; however, the route would still have berms and would cause changes to the hydrologic flow.

Camping

The untrammeled quality may be improved in this alternative by reducing campfire impacts within wilderness by requiring fire pans or blankets. This requirement may minimize the risk of escaped fire and therefore human manipulation on natural processes within the wilderness.

Campfires cause direct impacts to naturalness by altering organic matter and sterilizing soils in the area of the fire ring. Campfires can decrease organic matter content in soils to depths greater than 10 cm. The severity of the impacts is related to the intensity of the fire (Fenn et al. 1976). In general, firewood consumption exceeds productivity in high-elevation whitebark pine forests in the western United States that are popular destinations for visitors (Cole 1989b). Additional impacts may occur at these campsites when available dead and downed wood is limited and visitors resort to removing lower limbs from standing trees or snags for firewood (Cole 1989b).

These impacts would be dramatically reduced under this alternative as fire pans or fire blankets would be required. These low-impact campfire techniques protect the soil and organic materials in the vicinity of the campfire.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation – Signs, Cultural Resources and Tribal Governments, Fire

Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on the untrammeled quality for soil, water, air, and riparian resources, vegetation and botanical resources, noxious and non-native invasive species management, recreation – signs, cultural resources and tribal governments, fire management, commercial services, law enforcement and search and rescue, and wilderness education and interpretation would be the same as described for Alternative A.

Resource Indicator and Measure 2: Natural

Wilderness

Direction specific to structures (JMJP-002) is the same as Alternative C. Direction specific to seamless regulations across the interagency wilderness (JMJP-005) is same as Alternative A.

Wildlife and Fisheries Resources

This alternative requires pack goat users to follow measures for reducing the risk of contact, as developed by the North American Packgoat Association (NAPGA, 2017). Requiring adoption of these measures would increase protection of the natural quality by further reducing the likelihood of interaction between domestic goats and bighorn sheep. Requiring the adoption of the pack goat measures benefits the bighorn sheep population inhabiting the wilderness by reducing the potential for disease transmission. See Wildlife section for more information.

Recreation

“Recreation impacts are significant because they reflect success in meeting two primary legal mandates: resource protection and recreation provision.” (Leung and Marion, 2000). In an effort to maximize the protection of resource, this Alternative includes a stock group size limit of 14 head maximum and 9 goat maximum per group.

The natural quality will be positively affected by this alternative. Reduction of stock group size would reduce impacts on natural components of the ecosystem (e.g. vegetation, soils) that would be caused by larger stock groups trampling and grazing.

The removal of Upper Lake Creek Campground would allow the revegetation of the disturbed areas.

Camping

The natural quality would be improved in this alternative by eliminating campfires rings and minimizing campfire impacts. Less soil sterilization would occur through the low-impact techniques of using fire pans or blankets.

Recreational Horse and Stock Use

Stock use has more potential than hikers to cause both accelerated erosion and vegetation damage (Monz et al., 2000). Trampling by visitors and their stock can affect vegetation plant height, vigor, and reproductive capacity, as well as soil characteristics, such as changes to soil horizons. Some of these impacts cause increased effects even when the original source of disturbance has been removed (Therrell, et al., 2006). The impacts from camping occur most dramatically over the first year or first several uses.

Based on the relatively light use this wilderness receives and the reduction in group sizes proposed in this alternative, the natural quality would be better protected when compared with Alternatives A and C.

The group size limit on stock and limiting the duration of tying stock to live trees would preserve the natural quality by reducing damage to plants and trees from heavy stock use.

Developments and Other Human Effects or Disturbances

Effects analysis is the same as described for Alternative A for the Sheep Mountain Repeater and small scale-surface disturbances. Effects are the same as described for Alternative C for the Upper Lake Creek Campground.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation – Trails and Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on the natural quality for Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation – Trails and Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation would be the same as described for Alternative A.

Resource Indicator and Measure 3: Undeveloped

Wilderness

Direction specific to structures (JMJP-002) is the same as Alternative C. Direction specific to seamless regulations across the interagency wilderness (JMJP-005) is same as Alternative A.

Recreation

Trails

Removing culverts along the Upper Lake Creek Campground trail would reduce the number of non-recreational structures within the wilderness, improving the undeveloped quality.

Developments and Other Human Effects or Disturbances

Effects analysis is the same as Alternative A for the Sheep Mountain Repeater, and small scale-surface disturbances. Analysis is the same as Alternative C for the Upper Lake Creek Campground.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation-Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on the undeveloped quality for soil, water, air, and riparian resources, vegetation and botanical resources, noxious and non-native invasive species management, recreation-signs, cultural resources and tribal governments, fire management, commercial services, law enforcement and search and rescue, and wilderness education and interpretation would be the same as described for Alternative A.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

Wilderness

Direction specific to structures (JMJP-002) is the same as Alternative C. Direction specific to seamless regulations across the interagency wilderness (JMJP-005) is same as Alternative A.

Recreation

Opportunities for primitive and unconfined recreation would be adversely impacted by visitor use restrictions reducing group sizes and requiring permits.

The group size limit for people under this alternative is the same as proposed under Alternative A and effects analysis is the same as describe for Alternative A.

The group size limit for head to stock is proposed to be less than that proposed under Alternative A. For this Alternative, the maximum head of stock would 14 head per group, with the exception of pack goats which would be limited to 9 head per group.

Based on the assumptions established above for visitor use (*see Wilderness Affected Environment section above*), these group size numbers are well within what is generally encountered and anticipated within the JMJP Wilderness, thereby accommodating the vast majority of use. In general, group sizes within the JMJP Wilderness are estimated to be about 6 head of stock.

The impact from these group size limits on outfitter and guiding operations within the wilderness are considered to be low. Over the course of eleven years (2003-2010, and 2014-2016), Ken Smith Hunting took 29 trips into the JMJP Wilderness. Of these, 4 trips, or 14%, included more than 14 head of stock, 1 trip included 15 head of stock, and 3 trips included 16 head of stock. These four trips occurred once per year 2003-2006. Data from other outfitters in the area (see Table 2: Outfitter Data) is also within the proposed limits.

No data is available regarding use of pack goats within the JMJP Wilderness. The overall visitation to the JMJP Wilderness is low, and pack goat use is only a fraction of that, so it is believed to be quite low. The pack goat measures for reducing risk of contact with bighorn sheep would impact this specific user group under this Alternative, as the measures would be required rather than voluntary under Alternative B). These measures are behavioral restrictions, which impact opportunities for primitive and unconfined recreation for this user group.

Self-issue permits are one of the more accurate ways to gather visitor use data (Lucas and Kovalicky 1981), and provides an avenue of communication between managers and visitors. Visitors may learn where, how or when to travel in the wilderness to reduce crowding or resource impacts (Watson 1993). This communication only works if the permit card itself or permit kiosks at trailheads are maintained with appropriate and current information. Conversely, if compliance checks are made by wilderness rangers, this opens an opportunity on-site for communication with visitors.

Permit systems reduce the spontaneity of the visit, even if only slightly, at the trailhead. Compliance checks by wilderness rangers may further impact a visitor's opportunity for unconfined recreation. The proposed permit system would not limit where, when or how many visitors enter the wilderness.

This alternative would include seven of the same regulations proposed under Alternative A, which impacts opportunities for unconfined recreation to varying degrees. Also, as described under Alternative

A, several of these regulations are commonly practiced and, therefore, would be of low impact upon the recreationist (e.g. shortcutting trails, human waste, and stock must be under control). Standards include:

- Limit group size to a maximum of 12 people.
- Shortcutting trail switchbacks on foot or with pack and saddle stock is prohibited.
- Human waste must be buried 6-8" deep and covered at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out.
- Pack or saddle stock must be ridden, led, or under control and are not permitted to run loose on trails or travel routes.
- Locate pack and saddle stock handling areas at least 200 feet from lakes and streams, where terrain allows.
- Pad highlines to minimize tree damage.

This Alternative would also implement several additional restrictions:

- Being in the wilderness with a combined number of pack and saddle stock in excess of 14 animals is prohibited, with the exception of pack goats, which are limited to a maximum of three per person, and 9 per group.
- Establish a free, self-issue permit system.
- No campfires without pan or blanket. Eliminate all campfire rings.

Trails

Under alternative B, the direction for the Upper Lake Creek Campground trail would have a beneficial effect on opportunities for primitive and unconfined recreation. Visitors will experience a less developed route that will now be managed as a wilderness trail. Removing culverts and narrowing the visual impact and breadth of the road will "reduce signs of modern civilization inside wilderness (Landres, et al., 2012)."

Camping

Campfires would be allowed under this alternative, however they would be required to be in fire pans or on fire blankets. The requirement for the use of a fire pan or blanket increases the management restriction on visitor behavior. This requirement reduces the freedom experienced by the visitor within the wilderness by increasing managerial controls. Camping in a traditional way will be negatively impacted by not allowing visitors to use a preexisting fire rings in the wilderness.

Recreational Horse and Stock Use

Opportunities for primitive and unconfined recreation would be adversely affected by further managerial controls and visitor restrictions on stock and group size limits.

Developments and Other Human Effects or Disturbances

Effects analysis is the same as described in Alternative A for the Sheep Mountain Repeater, and small scale-surface disturbances. Effects are the same as described for Alternative C for the Upper Lake Creek Campground.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation-Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on opportunities for primitive and unconfined recreation from soil, water, air, and riparian resources, vegetation and botanical resources, noxious and non-native invasive species management, recreation-signs, cultural resources and tribal governments, fire management, commercial

services, law enforcement and search and rescue, and wilderness education and interpretation would be the same as describe for Alternative A.

Resource Indicator and Measure 5: Opportunities for Solitude

Wilderness

Direction and effects specific to structures (JMJP-002) is the same as described for Alternative C. Direction and effects specific to seamless regulations across the interagency wilderness (JMJP-005) is same as described for Alternative A.

Recreation

Opportunities for solitude would be improved under this alternative by reducing the number of people and stock observed in one group while inside the wilderness under the group size limits.

Camping

With the direction to not have fire rings inside the wilderness, the opportunities for solitude would be positively impacted by this alternative by reducing the sights of human occupation.

Recreational Horse and Stock Use

Opportunities for solitude would be improved under this alternative by reducing the number of stock observed in one group while inside the wilderness per the maximum stock group size limit of 14 or pack goat limit of 9 head per group.

Developments and Other Human Effects or Disturbances

Effects analysis is the same as Alternative A for the Sheep Mountain Repeater and small scale-surface disturbances. Analysis is the same as Alternative C for the Upper Lake Creek Campground.

Soil, Water, Air, Riparian Resources, Vegetation and Botanical Resources, Noxious and Non-Native Invasive Species Management, Recreation-Signs, Cultural Resources and Tribal Governments, Fire Management, Commercial Services, Law Enforcement and Search and Rescue, and Wilderness Education and Interpretation

The effects of Alternative B on opportunities for solitude from soil, water, air, and riparian resources, vegetation and botanical resources, noxious and non-native invasive species management, recreation-signs, cultural resources and tribal governments, fire management, commercial services, law enforcement and search and rescue, and wilderness education and interpretation would be the same as describe for Alternative A.

Resource Indicator and Measure 6: Other Features of Value

Under Alternative B, the pre-existing road leading to Upper Lake Creek Campground would be rehabilitated to a wilderness appropriate trail (e.g. Class 3). This will include, but is not be limited to: the removal of existing culverts within the roadbed, reducing foot print of existing road, retreading road to wilderness appropriate trail subsurface material, and reducing the visual impact of the road bed. This will not affect Herd Lake or the geology of the features that created it.

Resource Indicator and Measure 7: Trails

The effects of Alternative B on opportunities for solitude would be the same as describe for Alternative A.

Cumulative Effects – Alternative B

Past, Present, and Reasonably Foreseeable Activities Relevant to Cumulative Effects Analysis

Resource Indicator and Measure 1: Untrammeled

The primary activities that have impacted the untrammeled quality within the wilderness cumulative effects area include: trail and road construction, livestock grazing installations, weed treatments, water diversion and fire suppression. Alternative B, combined with past, present and reasonably foreseeable actions, would not cumulatively effect the untrammeled quality.

Resource Indicator and Measure 2: Natural

The primary activities that have impacted the natural quality within the wilderness cumulative effects area include varying degrees of degraded vegetation and wildlife composition due to invasive species establishment, fire suppression, recreation, fish stocking, and livestock grazing. Conversely, treatment to remove invasive species have improved the naturalness of the area. Alternatives B is anticipated to improve naturalness, thereby contributing positively toward cumulative effects.

Resource Indicator and Measure 3: Undeveloped

The primary activities that have impacted the undeveloped quality within the wilderness cumulative effects area include: construction and maintenance of range developments, the water diversion, Sheep Mountain repeater and various user-created or constructed routes. Alternative B would not contribute to cumulative impacts to the undeveloped quality.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

The primary activities that have affected opportunities for primitive and unconfined recreation within the wilderness cumulative effects area include: recreation (including the Upper Lake Creek Campground), outfitter and guide activities, and trail construction. Alternative B would result in cumulative minor adverse impacts.

Resource Indicator and Measure 5: Opportunities for Solitude

The primary activities that have affected opportunities for solitude within the wilderness cumulative effects area include: recreational visitation, federal projects with personnel on the ground (e.g. trail maintenance, monitoring, invasive species treatments), and livestock management. Alternative B would benefit opportunities for solitude by reducing encounters with large groups, and other sights of human presence, which would result in cumulative minor, beneficial effects.

Resource Indicator and Measure 6: Other Features of Value

The primary activities that have affected other features of value within the wilderness cumulative effects area include: construction of the road leading to the Upper Lake Creek Campground. Alternative B would not contribute to cumulative effects to other features of value.

Resource Indicator and Measure 7: Trails

The primary activities that have affected other features of value within the wilderness cumulative effects area include: trail construction and maintenance, road construction and maintenance and travel management planning. Alternative B is not expected to have cumulative effects on recreation because the changes are largely administrative with little to no on-the-ground changes to recreational opportunities compared with baseline conditions.

Alternative C – Minimum Management

Under this alternative, wilderness would continue to be managed under the guidance provided by the Wilderness Act, agency-specific policy (BLM Manual 6340, FS Manual 2320, among others), BLM Challis Field Office Resource Management Plan (1999), and the FS Challis Forest Plan, as revised (1989). In general, this alternative would lack the proactive management established under Alternatives A and B to manage uses and protect wilderness character.

The key differences between this alternative and alternatives A and B are:

- Lack of additional protections of natural resources, including vegetation and wildlife and
- Lack of visitor use management, including group size restrictions, management of camping, and recreational stock use

Resource Indicator and Measure 1: Untrammeled

Soil, Water, Air, Riparian Resources

Not implementing the guideline related to soil erosion (JMJP-008) may result in unnecessary or cosmetic reasons for controlling naturally-occurring soil erosion, which would impair the untrammeled quality.

Vegetation and Botanical Resources

By not implementing the direction proposed under Alternatives A and B for the protection of whitebark pine (JMJP-010) and trail work in rare and sensitive species habitat (JMJP-011), there is a higher risk of impacts to the untrammeled quality. Without the proposed guideline, when the agency undertakes or considers trammeling actions, less attention may be given to effects on whitebark pine. However, as a candidate species for listing under the Endangered Species Act (ESA), impacts to the species should still be considered without this guidance.

Recreation

Trails

No revisions to the trail inventory would occur under this alternative. This would not affect the untrammeled quality.

Lacking the direction to only construct trails to preserve wilderness values and resources may lead to trails being constructed for other purposes, such as convenience of the visitor. New trails, depending on the scale and scope of the new construction, may impact the untrammeled quality. For example, if a considerable length of trail construction requires substantial cutting of trees or the movement of earth, it would be considered a trammeling action. Any new trail construction would be analyzed under site-specific NEPA and MRA.

Developments and Other Human Effects or Disturbances

Management actions described under Alternative C include the RMP direction to close the Upper Lake Creek Campground. This alternative is silent on direction for the Sheep Mountain repeater and small-scale surface disturbances. There would be no effect to the untrammeled quality under Alternative C.

Resource Indicator and Measure 2: Natural

Soil, Water, Air, Riparian Resources

Under this alternative, the proactive direction for protection of soil, water, air, and riparian resources proposed by Alternatives A and B would not be implemented. Law and policy would continue to guide protection of these resources. Lacking this direction could have negative effects on the natural quality of these resources, but could be difficult to quantify. See also Soil, Water, Air, Riparian Report (Deschaine 2017).

Vegetation and Botanical Resources

Without the proposed guidelines to minimize impacts to whitebark pine, and minimizing effects to rare and sensitive plant species during trail maintenance, presented in Alternatives A and B, (JMJP-010 and 011), there may be additional impacts to the natural quality under this alternative. The first guideline (JMJP-010) addresses whitebark pine, a candidate species for listing under the ESA, which would merit consideration regardless of this wilderness plan. However, this guideline is a reminder to consider the resource in relation to various activities (fire suppression, dispersed camping, etc.). The following guideline (JMJP-011) would protect the natural quality by ensuring rare and sensitive plant species are surveyed for, and monitoring before trail maintenance or construction activities occur.

Noxious and Non-Native Invasive Species Management

Alternative C would still be guided by law and policy for invasive species management, but would not include the two management actions recommended in the other alternatives, which emphasize controlling small infestations, and encourage education on invasive species prevention. *See also Invasive Species section.*

Wildlife and Fisheries Resources

With no specific direction for reduction of disease transmission between pack goats and bighorn sheep, there would be no additional education or adoption of measures for reducing the risk of contact. The low number of mapped observations of radio-collared bighorn sheep within the JMJP Wilderness would likely result in few, if any, direct encounters between pack goats and bighorn sheep. Due to the transitory nature of human activities, it is expected that risk to bighorn sheep would be minimal. See Wildlife section for more information.

Recreation

Group size

Currently, visitor use in the JMJP Wilderness is low and neither agency regulates group size. Large groups tend to have a disproportionately greater impact on the biophysical and social environments than smaller groups, therefore group size limits can be effective at reducing unacceptable resource and visitor experience impacts (Anderson, et al. 1998). Relatively small increases in use can cause substantial impact in low-use places (Cole, et al. 1987). At a wilderness scale, the impacts to the natural environment from unregulated visitor use would be expected to be minor. However, in areas of concentrated use, such as in campsites, naturalness would be impacted over time. Limiting the number and type of use allowed in certain areas could prevent or slow these impacts.

Monz, et al. summarize group size research, and state the most important implication for group size is the relationship between use and amount of impact.

In relatively undisturbed places, intense, concentrated use by a large group can cause substantial impact, while a small group exhibiting the same behavior over a similar square area might cause little significant impact to the soil and plant communities.

There are, however, many factors, such as minimum impact camping behavior and durability of the vegetation and soils that can alter the above scenario (Monz et al. 2000).

Trampling is caused by human foot or stock hoof, stock rolling and pawing, and camp activities. The greatest total impacts on vegetation occur at low trampling intensities; additional trampling can continue to impact vegetation but at a lower rate (Cole 1987; Kuss and Hall 1991; Cole, et al. 1995; Marion and Cole 1996; Cole and Spildie 1998). Enlargement of established recreation sites from large groups is “the most common, detrimental change” to these sites (Cole 1989). Expansion of these established sites may occur under this alternative, as large groups would continue to be allowed.

Newly used recreation sites in forested vegetation can lose more than half their vegetation cover and more than 60% plant height after one night of camping. In contrast recovery rates are very low, so the restoration of impacted recreation sites to natural conditions can require ten to thirty years (Marion 1998; Cole and Monz 2003). Impacts on vegetation from trampling can persist for decades in mountain environments (e.g. Hartley 1999; Willard et al. 2007).

Camping

Under this alternative, there would be no direction for disposing of human waste properly (JMJP-029). This may have impacts on the natural quality, such as detrimental impacts to water quality or wildlife habituation (Temple et al. 1982 and Lachapelle 2000). Providing guidance for proper disposal of human waste will also reduce potential negative implications to human health and aesthetic considerations.

Alternative C would include direction regarding campfire ring management. Proliferation of campfire rings includes associated impacts such as scorched soils and smoke-blackened rocks, loss of vegetation, and aesthetic impacts. Lacking the direction to keep fire rings small and ensure rings are constructed of natural materials (rock), as opposed to metal fire rings, would detract from the natural appearance of campsites and may cause lasting changes to the naturally-occurring flora.

Recreational Horse and Stock Use

Under this Alternative, there would be no group size limits or the other standards and guidelines for the protection of natural resources as proposed under the other two alternatives. Lacking direction proposed under Alternative A and B, such as group size limits and using and padding highlines, may lead to more impacts to the natural quality of soils and vegetation, particularly in campsites or riparian areas.

Direction provided by the Challis Forest Plan to “control stock use in problem areas” (USDA FS 1987) would still apply.

Fire Management

Alternative C includes the current BLM RMP (1999) direction, which requires full suppression of all fires in the BLM-portion of the planning area. Suppressing lightning-ignited wildfires removes one of the most important natural processes from fire- dependent ecosystems (Miller 2012). Managing (suppressing, controlling, confining) naturally-ignited wildfire impacts the natural quality. While there may be valid reasons to manage a naturally-ignited fire within wilderness, there would be impacts to this naturally occurring disturbance, such as unnatural buildup of fuels, and effects from the suppression actions, including constructing fire line or visual impacts from retardant drops. This alternative would lead to impacts on the natural quality.

Law Enforcement and Search and Rescue

Lacking the ‘approval’ flow chart (JMJP-066) may not substantially affect the natural quality, as the direction provided therein is policy. The flow chart may, however, provide a tool for objective, rapid response to search and rescue or law enforcement operation needs within wilderness. Using the flow chart (recommended under the other Alternatives) could help minimize possible effects on the natural quality that may result from inconsistent approval responses.

Developments and Other Human Effects or Disturbances

Alternative C is silent on actions related to rehabilitation for small-scale disturbances, which may affect naturalness. For example, old routes or impacted campsites may not be as promptly addressed when lacking the management direction proposed under Alternatives A and B. For example, it is not uncommon for old vehicle routes to cause erosion. These impacts may be better attended to and addressed under Alternatives A and B.

Wilderness Education and Interpretation

Under Alternative C, there would be no direction on utilizing these methods to help prevent impacts from recreational activities. Interpretation and Education can be used as a tool to prevent detrimental effects to natural quality, so lacking direction to pursue these avenues may indirectly be detrimental to the natural environment of the area.

Resource Indicator and Measure 3: Undeveloped

Wilderness

Overall, the undeveloped quality of the wilderness is good due to its vastness and limited amount of development. Under alternative A, the level of administratively managed developments in wilderness would not change. The number of trails and signs would remain the same and be maintained at their current condition. Authorized and/or unauthorized recreational installations would remain the same, thus constructed features in the wilderness would not be removed. There are no direct effects to the undeveloped quality under Alternative C – it would remain in the same condition found at the time of designation. Specific direction related to removing structures under Alternative C would be solely in accordance with law: the Wilderness Act, Congressional Grazing Guidelines, and Section 106 of the National Historic Preservation Act.

Recreation

Lacking the proactive direction to manage vehicle access points (JMJP-024), particularly those with known or likely occurrence for trespass, may lead to more motor vehicle violations, which impairs the undeveloped quality.

Trails

Under Alternative C, the trail leading to Upper Lake Creek Campground, a graveled, former vehicle route, would be maintained to pre-designation standards, and the culverts (developments) would remain. This would not further degrade the undeveloped quality; however the undeveloped quality would not be improved either. (See additional discussion of this trail under opportunities for primitive and unconfined recreation.)

Fire Management

Minimum Impact Suppression Tactics (MIST) would be required in designated wilderness. Standards for rehabilitation of fire line are also higher than in non-wilderness and would be guided by the agency administrator. Both of these requirements would protect the undeveloped quality following suppression or active management of fire.

For the BLM-managed portion of the JMJP Wilderness, there would be more impact to the undeveloped quality under this alternative as all fire would be suppressed (per direction established in the Challis RMP), as the area would lack site-specific NEPA analysis to allow for wildland fire use in the Wilderness. The undeveloped quality is impacted by any motorized or mechanized use in wilderness, and for fire suppression this may include chainsaws, dropping items or people from aircraft (water, retardant, smoke jumpers, supplies), or motorized vehicle use, such as ATVs or dozers. The requirement for initial attack and full suppression dramatically increases the likelihood of the use of equipment that would impair the undeveloped quality.

Law Enforcement and Search and Rescue

Alternative C is silent on the ‘approval’ flowchart (JMJP-066), which may lead to additional impacts to the undeveloped quality. The direction and content of the flowchart is taken directly from the Wilderness Act and policy. The flowchart simply takes the policy and condenses it into an easy tool for the authorized officer to quickly make a legal, objective decision regarding motorized or mechanized equipment or vehicles for a given operation.

Lacking the flowchart may lead to inconsistent determinations for motorized or mechanized use in the wilderness. The motorized use may be more evident or the decision less prompt, for example, when the decision-maker acting without the flow chart is less familiar or adept with applying wilderness policy.

Developments and Other Human Effects or Disturbances

Leaving existing developed features and structures in the wilderness that are not associated with a historic property, would continue to adversely affect the undeveloped character within the JMJP.

The Sheep Mountain repeater was in place at the time of designation of the wilderness. It is used primarily by the Sawtooth National Forest for communications and is needed for safety and Forest operations. This alternative would lack the direction to develop an operations and maintenance plan for this development. Any proposals for motorized or mechanized use would be considered and analyzed in a site-specific MRA and NEPA analysis, separate from the wilderness plan. See the discussion on opportunity for primitive and unconfined recreation for the discussion of the Upper Lake Creek Campground.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

Wilderness

The BLM Manual 6340 includes the direction to apply, where possible, any regulations seamlessly across an interagency wilderness. This direction would apply to the BLM regardless of the wilderness plan, whereas the FS would not have this direction. This direction would not be explicitly stated for the FS, and may or may not occur. This is largely procedural direction and would not have a direct effect on opportunities for unconfined recreation, although there may be more inconsistencies in visitor regulation across the agency boundaries under this alternative.

Soil, Water, Air, Riparian Resources

Under this Alternative, the direction proposed under the other two alternatives for protection of soil, water, air and riparian resources would not be implemented. The management action for using indirect methods, such as education, would better protect the opportunities for unconfined recreation, by encouraging the use of education over regulation for protection of wilderness character.

Vegetation and Botanical Resources

By not implementing the guidelines for protection of whitebark pine (JMJP-010) or rare and sensitive plant species (JMJP-011), there would be no beneficial or adverse impacts to opportunities for primitive and unconfined recreation.

Recreation

Trails

Under Alternative C, there would be no changes to the trail inventory, and trails that are no longer visible on the ground would still be presented on maps, which may lead to a safety risk for visitors planning to use those trails. Also, maintenance of existing trails would not occur on the trails that are proposed for addition to the trail inventory under other Alternatives.

Under this Alternative, the trail leading to the Upper Lake Creek Campground would be maintained at pre-designation level and would continue to be managed as a non-motorized trail. This would not affect the opportunities for primitive and unconfined recreation when compared with the time of designation.

Commercial Services

Presence of structures or installations in campsites reduce self-reliant recreation, which is the hallmark of primitive recreation. The standards presented in the Wilderness Management Plan regarding structures (JMJP-062) would apply to the FS portion of the wilderness, regardless of the wilderness plan, because it is direction established in policy (FSM 2323.13g). Under this Alternative, this direction would not apply to the BLM portion of the wilderness. Currently, there are no assigned outfitter and guide camps within the BLM-managed portion of the wilderness.

Developments and Other Human Effects or Disturbances

The Upper Lake Creek Campground existed at the time of designation of wilderness. The Challis RMP (BLM 1999) includes the following direction: Close the Upper Lake Creek Campground and maintain the existing road above Herd Lake as a non-motorized trail only. The trail was managed as non-motorized at the time of designation. The campground, however, was never closed. Visitation to the campground is quite low, likely in large part because the six mile trail leading to the campground is non-motorized. As noted above, the continued presence and use of this campground would neither improve nor degrade wilderness character, when compared to the time of designation.

Wilderness Education and Interpretation

Effective education could prevent problem behaviors which may lead to a need for more restrictive management of the area. This Alternative is silent on providing this to the recreating public.

Resource Indicator and Measure 5: Opportunities for Solitude

Recreation

Under Alternative C, there would be no group size limits (JMJP-021, 031). Opportunities for solitude may, therefore, be impacted by large groups. Seeing very large groups, for example, more than 20 people in a group, does bother many wilderness visitors; however, it is uncertain if seeing people in one large group causes a more negative experience than seeing the same number of people in several small parties (Monz et al. 2000).

Trails

Under Alternative C, the direction to update the trail inventory, and maintain the Upper Lake Creek Campground access route as a non-motorized route would not affect solitude, beneficially or adversely. Opportunities for solitude, both on and off trail, would be the same as currently experienced.

Camping

The lack of direction for human waste management (JMJP-029), when compared with the other alternatives, may lead to additional sights of human presence.

Recreational Horse and Stock Use

There would be no stock group size limit under this alternative and, as noted above, opportunities for solitude would be impacted under this alternative when large groups are encountered in the wilderness.

Fire Management

Under Alternative C, on the BLM-managed portion of the JMJP Wilderness, there may be additional impacts to solitude when fire suppression activities occur. Sights and sounds of aircraft or personnel on the ground would affect opportunities for solitude, and this is likelihood is much higher given the current BLM requirement to suppress fire.

Commercial Services

Remoteness from sights and sounds of human activity inside the wilderness is a component of having opportunities for solitude. It is affected by encountering structures or impacts from other visitors within wilderness, which may include campsite structures, such as tables, chairs or corrals. The standard specific to structures for commercial services (JMJP-062) would apply on the FS portion of the wilderness regardless of the wilderness plan, as it is established in policy (2323.13g).

Developments and Other Human Effects or Disturbances

The presence of Upper Lake Creek Campground may serve to concentrate overnight camping use, thus detracting from feelings for solitude. However, it is a very small campground with only three sites, and receives low visitation.

Resource Indicator and Measure 6: Other Features of Value

Under Alternative C, the trail leading to Upper Lake Creek Campground would be maintained at the current (time of designation) levels. No changes would occur to the travel route.

Resource Indicator and Measure 7: Recreation-Trails

Under Alternative C, there would be no changes to the FS or BLM trail inventory or systems within the JMJP Wilderness. Trails would continue to receive maintenance at the level that occurred at the time of designation. Certain trails, like Narrow-Canyon-Bowery Creek and Narrow Canyon, would continue to be represented on maps even when they are no longer present or discernable on the ground. Conversely, other trails that are established on the ground, like Middle East Pass Creek, Upper Lake Creek Campground, and Sage Creek, would not receive maintenance and would not be presented on maps.

The direction regarding new trail construction is BLM policy (Manual 6340), and would apply to the BLM portion of the wilderness regardless of the wilderness plan or alternative selected.

Summary of Alternative C

In general, Alternative C would lack the site-specific, proactive guidance proposed under alternatives A and B. This may lead to notable effects to wilderness character, with the most pronounced effects resulting from:

- 1) Less visitor use management, including unrestricted group sizes
- 2) Less JMJP Wilderness specific resource protection measures

Cumulative Effects – Alternative C

Past, Present, and Reasonably Foreseeable Activities Relevant to Cumulative Effects Analysis

Cumulative effects are “the incremental impacts of the proposed action and alternatives when added to effects of other actions both on National Forest System or BLM-managed lands and other adjacent federal, state, or private lands” (40 Code of Federal Regulations (CFR) 1508.7). The Council on Environmental Quality (CEQ) regulations do not require the consideration of the individual effects of all past actions to determine the present effects of past actions. In regard to past actions, the agency must determine what information regarding past actions is useful and relevant to the required analysis of cumulative effects during the scoping process and the preparation of the analysis. Dependent upon the proposed action, the accounting for past actions and specific information about the direct and indirect effects of their design and implementation could, in some contexts, be useful to predict the cumulative effects of the proposal. The CEQ regulations, however, do not require agencies to comprehensively list and analyze all individual past actions. Just because information about past actions may be available or obtained with reasonable effort does not mean that it is relevant and necessary to inform decision making (40 CFR 1508.7).

Resource Indicator and Measure 1: Untrammelled

The primary activities that have impacted the untrammelled quality within the wilderness cumulative effects area include: trail and road construction, livestock grazing developments, weed treatments, water diversion and fire suppression. Alternative C, combined with past, present, and reasonably foreseeable actions, is not expected to cumulatively effect the untrammelled quality beyond existing conditions.

Resource Indicator and Measure 2: Natural

The primary activities that have impacted the natural quality within the wilderness cumulative effects area include: varying degrees of degraded vegetation and wildlife composition due to invasive species establishment, fire suppression, recreation, fish stocking, and livestock grazing. Conversely, treatment to remove invasive species has improved the naturalness of the area. Alternative C would continue the cumulative, minor, adverse impacts that already exist due to the use of wilderness by human visitors with little direction on preventing future disturbances.

Resource Indicator and Measure 3: Undeveloped

The primary activities that have impacted the undeveloped quality within the wilderness cumulative effects area include: construction and maintenance of range developments, the water diversion, Sheep Mountain repeater, and various user-created or constructed routes. Alternative C would not contribute to cumulative impacts to the undeveloped quality.

Resource Indicator and Measure 4: Opportunities for Primitive and Unconfined Recreation

The primary activities that have affected opportunities for primitive and unconfined recreation within the wilderness cumulative effects area include: recreation (including the Upper Lake Creek Campground), outfitter and guide activities, and trail construction. Alternative C would not result in cumulative impacts.

Resource Indicator and Measure 5: Opportunities for Solitude

The primary activities that have affected opportunities for solitude within the wilderness cumulative effects area include: recreational visitation, federal projects with personnel on the ground (e.g. trail maintenance, monitoring, invasive species treatments), and livestock management. Alternative C is likely to result in minor adverse cumulative effects.

Resource Indicator and Measure 6: Other Features of Value

The primary activities that have affected other features of value within the wilderness cumulative effects area include: construction of the road leading to the Upper Lake Creek Campground. Alternative C would not contribute to cumulative effects to other features of value.

Resource Indicator and Measure 7: Trails

The primary activities related to trails within the wilderness cumulative effects area include: trail construction and maintenance, road construction and maintenance and travel management planning. Alternative C would not contribute to cumulative effects on recreational trails.

Wildlife

Affected Environment

The Jim McClure-Jerry Peak Wilderness contains a variety of habitat types. Almost half of the Wilderness is sage-steppe, the majority of which is mountain big sagebrush. The second most abundant habitat type is Douglas-fir, followed by whitebark pine. In addition, there are aspen stands, pockets of spruce-fir, riparian areas, and alpine areas.

The Idaho Department of Fish and Game recently completed a Statewide Wildlife Action Plan (SWAP) (IDFG 2017). The JMJP Wilderness is located within the Challis Volcanics ecological section. Nine conservation habitat targets that represent the major ecosystems were selected and target viabilities were assigned: dry lower montane-foothill forest (fair); subalpine-high montane conifer forest (fair); aspen forest and woodland (poor); lower montane-foothill grassland and shrubland (fair); sagebrush steppe (good); alpine and high montane scrub, grassland, and barrens (good); riverine-riparian forest and shrubland (fair to good); springs and groundwater dependent wetlands (poor); and lakes, ponds, and reservoirs (good). Two species – wolverine (fair) and bighorn sheep (good) – and two species assemblages – bats, presumed good, and pollinators, good – are identified as explicit species targets because they face special conservation needs. The prioritized threats include altered fire regimes, forest insect pests and disease, noxious weeds and invasive annual grasses, improper livestock grazing management, changing temperature and precipitation patterns.

The SWAP designated Species of Greatest Conservation Need (SGCN) using criteria such as distribution, abundance, trends, and viability threats. The species were prioritized into three tiers: Tier 1- highest priority and represent species with the most critical conservation needs; Tier 2- secondary priority and represents species with longer-term vulnerabilities or patterns suggesting that management intervention is needed, but not necessarily facing imminent extinction; and Tier 3 are species that are relatively more common but have declining trends or are lacking in information. Several of these species overlap with the Forest Service and BLM sensitive species.

Federally Listed or Proposed Species

The species identified as candidate or threatened under the Endangered Species are identified in Table 1 (USFWS 2017).

Table 2. ESA-listed, Proposed, or Candidate Wildlife Species Occurring on the SCNF and Challis FO BLM

Species	Scientific Name	Status
Yellow-billed cuckoo	<i>Coccyzus americanus</i>	Threatened
Canada Lynx	<i>Lynx canadensis</i>	Threatened
Wolverine	<i>Gulo gulo</i>	Proposed

Sensitive Wildlife Species

Plants and animals designated as sensitive are identified as species for which population viability is a concern as evidenced by current or predicted downward trends in population numbers, density, or habitat (FSM 2670.5) or the species has a downward trend in viability of a species making it at risk across

all or significant portion of range or the species depends on habitat on BLM-administered lands and the habitat is threatened with alteration that could put the viability of the species at risk (BLM Manual 6840.2.A.1).

Table 3. Salmon-Challis NF Region 4 Wildlife Sensitive Species

Species	Scientific Name
Gray Wolf	<i>Canis lupus</i>
Fisher	<i>Martes pennanti</i>
Bighorn sheep	<i>Ovis canadensis</i>
Spotted bat	<i>Euderma maculatum</i>
Townsend's big-eared bat	<i>Corynorhinus townsendii</i>
Pygmy rabbit	<i>Brachylagus idahoensis</i>
Bald eagle	<i>Haliaeetus leucocephalus</i>
Northern goshawk	<i>Accipiter gentiles</i>
Peregrine falcon	<i>Falco peregrinus anatum</i>
Boreal owl	<i>Aegolius funereus</i>
Flammulated owl	<i>Otus flammeolus</i>
Great gray owl	<i>Strix nebulosa</i>
Three-toed woodpecker	<i>Picoides tridactylus</i>
Harlequin duck	<i>Histrionicus histrionicus</i>
Greater sage-grouse (also MIS)	<i>Centrocercus urophasianus</i>
Columbia spotted frog (also MIS)	<i>Rana luteiventris</i>

Table 4. Challis Field Office BLM Sensitive Wildlife Species

Species	Scientific Name
Gray Wolf	<i>Canis lupus</i>
Fisher	<i>Martes pennanti</i>
Bighorn sheep	<i>Ovis canadensis</i>
Townsend's big-eared bat	<i>Corynorhinus townsendii</i>
Big brown bat	<i>Eptesicus fuscus</i>
Hoary bat	<i>Lasiurus cinereus</i>
Little brown bat	<i>Myotis lucifugus</i>
Long-legged myotis	<i>Myotis volans</i>
Long-eared myotis	<i>Myotis evotis</i>
Western small-footed myotis	<i>Myotis ciliolabrum</i>
Pallid bat	<i>Antrozous pallidus</i>
Silver-haired bat	<i>Lasionycteris noctivagans</i>
Yuma myotis	<i>Myotis yumanensis</i>
Piute ground squirrel	<i>Urocitellus mollis</i>
Pygmy rabbit	<i>Brachylagus idahoensis</i>
Bald eagle	<i>Haliaeetus leucocephalus</i>

Species	Scientific Name
Golden eagle	<i>Aquila chrysaetos</i>
Northern goshawk	<i>Accipiter gentiles</i>
Ferruginous hawk	<i>Buteo regalis</i>
Loggerhead shrike	<i>Lanius ludovicianus</i>
Sage thrasher	<i>Oreoscoptes montanus</i>
Flammulated owl	<i>Otus flammeolus</i>
Burrowing owl	<i>Athene cunicularia</i>
Short-eared owl	<i>Asio flammeus</i>
Lewis' woodpecker	<i>Melanerpes lewis</i>
Brewer's Sparrow	<i>Spizella breweri</i>
Sagebrush sparrow	<i>Artemisiospiza nevadensis</i>
Green-tailed towhee	<i>Pipilo chlorurus</i>
Olive-sided flycatcher	<i>Contopus cooperi</i>
Willow flycatcher	<i>Empidonax trailii</i>
Long-billed curlew	<i>Numenius americanus</i>
Trumpeter swan	<i>Cygnus buccinator</i>
Greater sage-grouse	<i>Centrocercus urophasianus</i>
Western or Boreal Toad	<i>Anaxyrus boreas</i>

Table 5. Regional Population Trend for High Priority Breeding Birds on the SCNF

Habitat Type	Species ¹	BMC/BCC	SGCN	Global Ranking	State Ranking	BBS Regional Trend
Alpine	Black Rosy-Finch	Yes/Yes	Yes-3	G4	S3	ND
Sagebrush Shrub	Swainson's Hawk	Yes/Yes	No	G5	S3B	2.79 (2)
	Sage Grouse	Yes/No	Yes-1	G3G4	S2	-8.35 (1)
	Short-eared Owl	Yes/No	Yes-3	G5	S4	-3.97 (2)
	Loggerhead Shrike	Yes/Yes	No	G4	S3	0.37 (2)
	Sage Thrasher	Yes/Yes	Yes-2	G5	S3B	-1.34 (3)
	Rock Wren	No/No	No	G5	S5B	0.14 (3)
	Brewer's Sparrow	Yes/No	No	G5	S3B	-2.60 (3)
	Lark Sparrow	No/No	No	G5	S5B	-2.39 (3)
	Sage Sparrow	Yes/Yes	No	G5	S3B	-6.30 (2)
Grassland	Long-billed Curlew	Yes/Yes	Yes-2	G5	S2B	5.28 (3)

Habitat Type	Species ¹	BMC/BCC	SGCN	Global Ranking	State Ranking	BBS Regional Trend
	Grasshopper Sparrow	No/No	No	G5	S2B	-7.78 (3)
	Western Meadowlark	No/No	No	G5	S5B/S3N	-3.45 (3)
High-elevation Mixed Conifer	Olive-Sided Flycatcher	Yes/Yes	Yes-3	G4	S4B	-3.69 (3)
	Hammond's Flycatcher	No/No	No	G5	S5B	-1.17 (3)
Low-elevation Mixed Conifer	Sharp-shinned Hawk	No/No	No	G5	S5	0.83 (1)
	Lewis' Woodpecker	Yes/Yes	Yes-2	G4	S3B	2.34 (2)
	Williamson's Sapsucker	Yes/Yes	No	G5	S4B	-3.09 (1)
	Black-backed Woodpecker	No/No	No	G5	S3	-0.00 (1)
	Brown Creeper	No/No	No	G5	S5	-1.18 (2)
	Varied Thrush	No/No	No	G5	S5B	-4.58 (3)
	Townsend's Warbler	No/No	No	G5	S4B	-0.39 (3)
	Western Tanager	No/No	No	G5	S5B	2.06 (3)
Juniper/Pinyon/Mt. Mahogany	Ferruginous Hawk	Yes/No	Yes-2	G4	S3B	1.87 (2)
	Plumbeous Vireo	No/No	No	G5	S4	-7.66 (2)
Riparian	Barrow's Goldeneye	No/No	No	G5	S4B/S3N	ND
	Hooded Merganser	No/No	No	G5	S2B/S3N	ND
	Blue (Dusky) Grouse	N/A	No	G5	S5	1.84 (1)
	Black-chinned Hummingbird	No/No	No	G5	S5B	5.99 (1)
	Calliope Hummingbird	Yes/Yes	No	G5	S5B	-1.00 (2)
	Rufous Hummingbird	Yes/No	No	G5	S5B	2.18 (2)
	Willow Flycatcher	Yes/Yes	No	G5	S5B	-0.54 (3)
	Dusky Flycatcher	No/No	No	G5	S5B	-3.29 (3)
	American Dipper	No/No	No	G5	S5	1.14 (2)
	Yellow Warbler	No/No	No	G5	S5B	-1.79 (3)
	MacGillivray's Warbler	No/No	No	G5	S5B	-0.96 (3)
Non-Riverine Wetlands	Cinnamon Teal	Yes/No	No	G5	S5B	-3.20 (3)

Habitat Type	Species ¹	BMC/BCC	SGCN	Global Ranking	State Ranking	BBS Regional Trend
	Redhead	Yes/Yes	No	G5	S5B/S3N	3.01 (1)
	Sandhill Crane	No/No	Yes-3	G5	S3B	1.56 (3)
	Killdeer	No/No	No	G5	S5B/S3N	-5.12 (3)
Aspen	Ruffed Grouse	N/A	No	G5	S5	0.82 (2)
Cliffs/Rock Outcrops/Talus	Golden Eagle	Yes/No	Yes-2	G5	S4B/S4N	-1.09 (2)
	Prairie Falcon	No/No	No	G5	S4B/S3N	2.08 (1)

¹ All above birds, except game birds, are protected under the Migratory Bird Treaty Act

Alternative A: Proposed Action

Direct and Indirect Effects

Federally Listed or Candidate Species

Yellow-billed Cuckoo

There is no suitable habitat for the yellow-billed cuckoo in the JMJP Wilderness.

Effects Determination

The proposed action would result in no direct or indirect effects to the species and the determination is No Effect to the yellow-billed cuckoo.

Canada Lynx

While the JMJP Wilderness is unlikely to contain highly suitable habitat for lynx, the species may use the area as a travel corridor. Human activity in the JMJP Wilderness would not be of such intensity, continuity, or duration that it would preclude incidental lynx use of the action areas. No habitat for lynx would be removed or altered. No location would be affected to such an extent that it would be unsuitable for use by lynx.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no effect to Canada lynx.

Wolverine

Human activity in the JMJP WA would not be of such intensity, continuity, or duration that it would preclude wolverine use of the action areas. No habitat for wolverines would be removed or altered. Camp locations are already disturbed and likely provide poor quality habitat due to past disturbance. Wolverines would likely temporarily avoid an area where people are camped or are otherwise using due to human presence, but it is unlikely that that would cause any impacts to individuals. No location would be affected to such an extent that it would be unsuitable for use by wolverines.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would not impact individual wolverines or habitat.

Region 4 Sensitive Species

Gray Wolf

Human activity in the JMJP Wilderness would not be of such intensity, continuity, or duration that it would preclude gray wolf use of the action areas. No habitat for wolves would be removed or altered. Wolves may temporarily avoid an area due to human presence, but it is unlikely that would cause any impacts to individuals. No location would be affected to such an extent that it would be unsuitable for use by wolves.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would not impact individual wolves or habitat.

Fisher

It is not likely that suitable habitat for fisher occurs within the JMJP WA. Human activity in the JMJP Wilderness would not be of such intensity, continuity, or duration that it would preclude potential fisher use of the action areas. No potential habitat would be removed or altered. No location would be affected to such an extent that it would be unsuitable for transitory use by fisher.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would not impact individual fisher or potential habitat.

Bighorn Sheep

Recreational pack goat use has the potential to impact bighorn sheep. Studies have shown some potential of disease transmission, especially if there is a situation where direct contact between species occurs. The proposed action alternative has a standard that requires providing education for users of pack goats with guidelines as recommended by the North American Packgoat Association. These guidelines are:

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.
- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- When bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.

- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

Providing education to people who use pack goats would minimize risk of contact between pack goats and bighorn sheep. Pack goat users will likely voluntarily adopt these guidelines to protect their stock and wildlife. The low number of mapped observations of radio-collared bighorn sheep within the JMJP Wilderness will also likely result in few, if any, direct encounters between pack goats and bighorn sheep.

Due to the transitory nature of other human activities, it is expected that impacts to bighorn sheep and their habitat would be minimal. The proposed action would not be of such intensity, continuity, or duration that it precludes bighorn sheep use of any portion of the JMJP Wilderness. No habitat would be removed or altered.

Effects Determination

The proposed action alternative may impact individual bighorn sheep but would not likely contribute to a trend towards Federal listing or loss of viability or the population or species.

Spotted Bat

It is not likely that suitable habitat for spotted bats occurs within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The action alternative would have no impact to spotted bats.

Townsend's Big-eared Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes Townsend's big-eared bat use of the action areas. No habitat for this species would be removed or altered. No human activities would be to such an extent that Townsend's big-eared bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Townsend's big-eared bats.

Pygmy Rabbit

The proposed action would not be of such intensity, continuity, or duration that it precludes pygmy rabbit use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that pygmy rabbits would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to pygmy rabbits.

Bald Eagle

There is no known nesting habitat for this species within the JMJP Wilderness. The proposed action would not be of such intensity, continuity, or duration that it precludes bald eagle use of the area. No habitat would be removed or altered. No human activities would be to such an extent that bald eagles would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to bald eagles.

Northern Goshawk

The proposed action would not be of such intensity, continuity, or duration that it precludes goshawk use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that goshawks would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to northern goshawks.

American Peregrine Falcon

There is no nesting habitat for this species within areas where people would camp or otherwise spend a length of time.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to peregrine falcons.

Boreal Owl

There is no known habitat for this species within the JMJP Wilderness. In the event that they are present, the Proposed Action would not be of such intensity, continuity, or duration that it precludes boreal owl use of the area. No habitat would be removed or altered. No human activities would be to such an extent that boreal owls would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to boreal owls.

Flammulated Owl

The proposed action would not be of such intensity, continuity, or duration that it precludes flammulated owl use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that flammulated owls would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to flammulated owls.

Great Gray Owl

There is no known habitat for this species within the JMJP Wilderness. In the event that they are present, the proposed action would not be of such intensity, continuity, or duration that it precludes

great gray owl use of the area. No habitat would be removed or altered. No human activities would be to such an extent that great gray owls would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to great gray owls.

Three-toed Woodpecker

The proposed action would not be of such intensity, continuity, or duration that it precludes three-toed woodpecker use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that three-toed woodpeckers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to three-toed woodpeckers.

Harlequin Duck

There is no known nesting habitat for this species within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to harlequin ducks.

BLM Sensitive Species

Piute Ground Squirrel

The proposed action would not be of such intensity, continuity, or duration that it precludes Piute ground squirrel use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that Piute ground squirrels would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Piute ground squirrels.

Big Brown Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes big brown bat use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that big brown bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to big brown bats.

Hoary Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes hoary bat use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that hoary bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to hoary bats.

Pallid Bat

There is no known habitat for this species within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to pallid bats.

Silver-haired Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes silver-haired bat use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that silver-haired bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to silver-haired bats.

Little Brown Bat

The proposed action would not be of such intensity, continuity, or duration that it precludes little brown bat use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that little brown bats would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to little brown bats.

Long-legged Myotis

The proposed action would not be of such intensity, continuity, or duration that it precludes long-legged myotis use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that long-legged myotis would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to long-legged myotis.

Long-eared Myotis

The proposed action would not be of such intensity, continuity, or duration that it precludes long-eared myotis use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that long-eared myotis would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to long-eared myotis.

Western Small-footed Myotis

The proposed action would not be of such intensity, continuity, or duration that it precludes western small-footed myotis use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that western small-footed myotis would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to western small-footed myotis.

Yuma Myotis

The proposed action would not be of such intensity, continuity, or duration that it precludes Yuma myotis use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that Yuma myotis would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Yuma myotis.

Golden Eagle

The proposed action would not be of such intensity, continuity, or duration that it precludes golden eagle use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that golden eagles would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to golden eagles.

Ferruginous Hawk

There is no known nesting habitat for this species within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to ferruginous hawks.

Loggerhead Shrike

The proposed action would not be of such intensity, continuity, or duration that it precludes loggerhead shrike use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that loggerhead shrikes would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to loggerhead shrikes.

Sage Thrasher

The proposed action would not be of such intensity, continuity, or duration that it precludes sage thrasher use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that sage thrashers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to sage thrashers.

Burrowing Owl

The proposed action would not be of such intensity, continuity, or duration that it precludes burrowing owl use, if present, of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that burrowing owls would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to burrowing owls.

Lewis' Woodpecker

The proposed action would not be of such intensity, continuity, or duration that it precludes Lewis' woodpecker use, if present, of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that Lewis' woodpeckers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Lewis' woodpeckers.

Brewer's Sparrow

The proposed action would not be of such intensity, continuity, or duration that it precludes Brewer's sparrow use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that Brewer's sparrows would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Brewer's sparrows.

Green-tailed Towhee

The proposed action would not be of such intensity, continuity, or duration that it precludes green-tailed towhee use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that green-tailed towhees would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to green-tailed towhees.

Olive-sided Flycatcher

The proposed action would not be of such intensity, continuity, or duration that it precludes olive-sided flycatcher use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that olive-sided flycatchers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to olive-sided flycatchers.

Willow Flycatcher

The proposed action would not be of such intensity, continuity, or duration that it precludes willow flycatcher, if present, use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that willow flycatchers would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to willow flycatchers.

Long-billed Curlew

The proposed action would not be of such intensity, continuity, or duration that it precludes long-billed curlew, if present, use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that long-billed curlews would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to long-billed curlews.

Trumpeter Swan

There is no known nesting or foraging habitat for this species within the JMJP Wilderness.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to trumpeter swans.

Western or Boreal Toad

The proposed action would not be of such intensity, continuity, or duration that it precludes boreal toad use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that boreal toads would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to boreal toads.

Management Indicator Species

Pileated Woodpecker

The proposed action would not be of such intensity, continuity, or duration that it precludes pileated woodpecker use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that pileated woodpeckers would alter behavior or activities.

Effects Determination

The action alternative would not have direct or indirect effects on pileated woodpeckers. There would be no effect on nesting habitat or forage abundance.

Greater Sage-grouse

Sage-grouse and sage-grouse habitat are present within the JMJP Wilderness. The proposed action would not be of such intensity, continuity, or duration that it precludes sage-grouse use of the area. No

habitat for this species would be removed or altered. No human activities would be to such an extent that sage-grouse would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to greater sage-grouse.

Columbia Spotted Frog

Columbia spotted frogs and habitat are present within the JMJP Wilderness. The proposed action would not be of such intensity, continuity, or duration that it precludes spotted frog use of the area. No habitat for this species would be removed or altered. No human activities would be to such an extent that spotted frogs would alter behavior or activities.

Effects Determination

There would be no direct or indirect effects resulting from the implementation of the proposed action. The proposed action would have no impact to Columbia spotted frogs.

Migratory Breeding Birds

Due to the very transitory nature of human activities, it is expected that effects to birds and their habitat would be minimal. The Proposed Action would not be of such intensity, continuity, or duration that it precludes migratory bird use of any portion of the JMJP Wilderness. No habitat for these species would be removed or altered. No human activities would be to such an extent that migratory birds would alter behavior or activities.

Effects Determination

The Action alternative would not have direct or indirect effects on migratory birds. There would be no effect on nesting or foraging habitat.

Elk

Due to the very transitory nature of human activities, it is expected that effects to elk and their habitat would be minimal. The Proposed Action would not be of such intensity, continuity, or duration that it precludes elk use of any portion of the JMJP Wilderness. No habitat would be removed or altered. No human activities that are covered by the JMJP Wilderness Plan would be to such an extent that elk would alter behavior or activities.

Effects Determination

The action alternative would not have direct or indirect effects on elk. There would be no effect on habitat.

Alternative B: Natural-focus

Direct and Indirect Effects

Federally Listed or Candidate Species

Direct and indirect effects of Alternative B on yellow-billed cuckoos and Canada lynx would be the same as described in Alternative A.

Region 4 Forest Service and BLM Sensitive Species

Direct and indirect effects of Alternative B on all other R4 Forest Service and BLM sensitive species would be the same as described in Alternative A, except as described below to bighorn sheep.

Bighorn Sheep

Recreational pack goat use has the potential to impact bighorn sheep. Studies have shown some potential of disease transmission, especially if there is a situation where direct contact between species occurs. The maximum management alternative has a standard that requires users of pack goats implementing guidelines recommended by the North American Packgoat Association. These guidelines are:

- All pack goats will be on leads or have leads attached to their collar or halter at all times.
- All pack goats will be tethered at night within 30 feet of humans.
- If bighorn sheep are observed within 100 yards of a potential camping area, pack goat users will take all reasonable measures to move their campsite to a different area. Hazing techniques may be used to deter bighorn sheep from moving closer to campsites if necessary.
- Pack goat numbers will be limited to a maximum of three (3) pack goats per person, and a maximum of nine (9) pack goats per group.
- Where bighorn sheep are using trails for travel pack goat users will move off the trail 100 yards. If that distance is not attainable, the pack goat user will travel back along the trail away from the bighorn sheep and exit the trail when the 100 yard distance can be reached. Pack goat users will stay off the trail until bighorn sheep have passed. If visibility is limited to less than 100 yards up trail, a pack goat user will go to the trail and observe for bighorn sheep before continuing with pack goats.
- When accessing browsing areas and water, a pack goat user will check for the presence of bighorn sheep before allowing access for pack goats. Whenever possible, water access will be limited to areas of unlikely bighorn sheep use.
- In event that direct contact of a pack goat and a bighorn sheep is observed, the location and as much of a description as is possible of the sheep and incident will be written, photographed if possible and reported to the appropriate agency as soon as reasonably possible.
- If any pack goat becomes lost, missing or separated from the owner and herd every effort will be exhausted to locate and recover the lost pack goat. If the owner is unable to locate and recover the lost pack goat, contact the Salmon-Challis National Forest or BLM, Challis Field Office by phone immediately. A full disclosure of all available information will be provided including: the last known location (GPS coordinates, legal description, geographic location, name or number of trail or trailhead), the circumstances that resulted in it becoming lost, a description of the pack goat, and any equipment that it was carrying.

Implementing the above guidelines would minimize risk of contact between pack goats and bighorn sheep. The low number of mapped observations of radio-collared bighorn sheep within the JMJP Wilderness will also likely result in few, if any, direct encounters between pack goats and bighorn sheep.

Due to the transitory nature of other human activities, it is expected that impacts to bighorn sheep and their habitat would be minimal. The proposed action would not be of such intensity, continuity, or duration that it precludes bighorn sheep use of any portion of the JMJP Wilderness. No habitat would be removed or altered.

Effects Determination

The proposed action alternative may impact individual bighorn sheep, but would not likely contribute to a trend towards Federal listing or loss of viability or the population or species.

MIS

Direct and indirect effects of Alternative B on pileated woodpeckers, greater sage-grouse, and Columbia spotted frogs would be the same as described in Alternative A.

Migratory Birds and Elk

Direct and indirect effects of Alternative B on migratory birds and elk would be the same as described in Alternative A.

Alternative C: Minimum Management

Direct and Indirect Effects

Federally Listed or Candidate Species

Direct and indirect effects of Alternative C on yellow-billed cuckoos and Canada lynx would be the same as described in Alternative A.

Region 4 Forest Service and BLM Sensitive Species

Direct and indirect effects of Alternative C on all other R4 Forest Service and BLM sensitive species would be the same as described in Alternative A.

Bighorn Sheep

Recreational pack goat use has the potential to impact bighorn sheep. Studies have shown some potential of disease transmission, especially if there is a situation where direct contact between species occurs. The minimum management alternative has no direction regarding contact between pack goats and bighorn sheep.

The low number of mapped observations of radio-collared bighorn sheep within the JMJP Wilderness would likely result in few, if any, direct encounters between pack goats and bighorn sheep.

Due to the transitory nature of other human activities, it is expected that impacts to bighorn sheep and their habitat would be minimal. The Proposed Action would not be of such intensity, continuity, or duration that it precludes bighorn sheep use of any portion of the JMJP Wilderness. No habitat would be removed or altered.

Effects Determination

The proposed action alternative may impact individual bighorn sheep, but would not likely contribute to a trend towards Federal listing or loss of viability or the population or species.

MIS

Direct and indirect effects of Alternative C on pileated woodpeckers, greater sage-grouse, and Columbia spotted frogs would be the same as described in Alternative A.

Migratory Birds and Elk

Direct and indirect effects of Alternative C on migratory birds and elk would be the same as described in Alternative A.

Cumulative Effects

Cumulative effects are *“the incremental impacts of the proposed action and alternatives when added to effects of other actions both on National Forest System lands and other adjacent federal, state, or private lands”* (40 CFR 1508.7).

CEQ regulations do not require the consideration of the individual effects of all past actions to determine the present effects of past actions. In regard to past actions, the agency must determine what information regarding past actions is useful and relevant to the required analysis of cumulative effects during the scoping process and the preparation of the analysis. Dependent upon the proposed action, the accounting for past actions and specific information about the direct and indirect effects of their design and implementation could, in some contexts, be useful to predict the cumulative effects of the proposal. The CEQ regulations, however, do not require agencies to comprehensively list and analyze all individual past actions. Just because information about past actions may be available or obtained with reasonable effort does not mean that it is relevant and necessary to inform decision making (40 CFR 1508.7).

The management plan for the Jim McClure-Jerry Peak Wilderness is not anticipated to result in cumulative effects to wildlife.

Noxious and Non-Native Invasive Species

Affected Environment

The Jim McClure-Jerry Peak Wilderness contains large, contiguous, intact, native plant communities. While the area is generally pristine, there is potential for invasion and expansion of non-native invasive species. Currently, most known infestations of terrestrial invasive plants within the Wilderness occur in areas of human disturbance. These disturbances are related to a variety of land use practices, including, but not limited to: historic road construction, trail construction and maintenance, unauthorized motorized and non-motorized trail construction, commercial livestock grazing, recreational livestock grazing (pack stock), dispersed camping, fire (prescribed and wildfire) and range improvements.

An integrated weed management approach, where multiple treatment methods are applied in conjunction with prevention and education, has been utilized within the wilderness in the past. These methods include herbicide, biological control (insects), and manual control (hand-pulling or digging with hand tools).

The largest known infestation of an Idaho State listed noxious weed is located on BLM lands at the south end of Herd Lake near the wilderness boundary. There is a 2.5 acre infestation of Canada thistle (*Cirsium arvense*) in the sub-irrigated wetlands adjacent to the lake. Due to the close proximity to water, this site has been treated with biological control agents (insects) since 2004. Approximately 12,570 Canada thistle gall flies (*Urophora cardui*) and Canada thistle stem mining weevils (*Ceutorhynchus litura*) have been released. Cheatgrass (*Bromus tectorum*) occurs in several sites within the wilderness. These infestations are generally isolated and are primarily attributed to past disturbances such as salting sites, stock tie areas, campsites and trails. No cheatgrass infestations larger than 2 acres have been found. Herbicide treatment of cheatgrass has been limited in the past due to a lack of infestation inventories and logistical constraints. It is expected that cheatgrass treatments will increase in the near future.

Other non-native plant species of lesser concern have been surveyed in the wilderness. These tend to be invasive annuals that pose less of a threat to native species and therefore less of an impact on naturalness or wilderness character. These species are also found in areas of frequent disturbance, primarily stock tie areas in camps.

Direct and Indirect Effects - Alternative A

The proposed management of the Jim McClure-Jerry Peak Wilderness would have very little measurable impact on the introduction or expansion of invasive species. The wilderness would be managed in a manner that limits ground disturbing activities and human disturbance, thereby reducing the potential for weed invasion. Increased monitoring and presence by land managers would also aid in the early detection of invasive species. An increase in prevention measures within the wilderness and at portals entering the wilderness will reduce the potential for expansion. The use of certified weed-free forage will be enforced and education measures will be applied to inform the public about weed identification and the impact they cause on the environment and wilderness character.

The treatment methods proposed will have minimal temporary impacts on wilderness users. Recently, treated areas indicated by blue dye or dead and dying vegetation may be encountered along trails or in campsites. The reduction in non-native invasive species, along with the restoration of desirable native vegetation, will improve the naturalness and wilderness character in the long term.

Natural processes should always be favored to restore disturbed vegetation in order to maintain the Untrammelled, Natural, and Undeveloped qualities of wilderness character, as well as outstanding opportunities for Solitude or Primitive and Unconfined Recreation. However, in some cases, restoration management activities may be needed to restore vegetation and to preserve or enhance the area's wilderness character despite the impacts of such activities on the untrammelled quality of wilderness character. The need for active restoration and the alternatives available for conducting restoration activities must be analyzed using the Minimum Requirements Decision Guide (MRDG). An analysis using the MRDG must be made in non-urgent situations to determine whether or not any restoration action within a wilderness is warranted. The MRDG must also be used to determine the most appropriate method to use in order to minimize impacts to wilderness qualities.

Group size limits under this alternative would prohibit groups over 12 people and the number of stock would be limited to 20 head. These limitations would maintain the current disturbance footprint of most established campsites and, therefore, not remove native vegetation or increase the potential for the expansion of invasive species within these sites.

Under this alternative the Upper Lake Creek Campground and associated road would remain. The facilities at the campground will not be removed, the road prism would not be narrowed and existing culverts would remain in place.

Alternative B Natural Focus

This alternative would maintain the same group size as Alternative A (12 people) but would limit the head of stock per group to 14. Effects to invasive species would be similar to Alternative A. The minor reduction in the number of stock is not expected to have a measurable impact on ground disturbance or invasive species.

Under this alternative, the facilities at the Upper Lake Creek Campground would be removed and the existing road would be converted to a wilderness appropriate trail. Rehabilitation of this road would include the removal of multiple culverts, reducing the footprint of the existing road and retreading the road to a wilderness appropriate trail sub-surface material. The ground disturbance and creation of bare ground associated with these actions would increase the probability of invasive species infestations in those newly disturbed sites. Aggressive monitoring and treatment of these areas may not entirely prevent the establishment of invasive species along the rehabilitated road.

Alternative C Minimum Management Requirement

Effects to non-native invasive species under this alternative would be consistent with effects discussed in Alternative A regarding treatment of weeds and the use of an MRDG.

Under Alternative C, however, there would be no direction that emphasizes minimizing introductions and control of small infestations, no emphasis on education for weed prevention, and no group size limits.

Under this alternative there would be no limit on the number of people or stock per group that could enter the wilderness. Based on historic and current visitor use observations, the JMJP Wilderness does not receive the visitation by larger group sizes that adjacent wilderness areas experience. While groups larger than 12 people (Alternative A and B), 20 head of stock (Alternative A) or 14 head (Alternative B) are not anticipated, there is still potential for a large group of people or stock under this alternative.

Groups larger than 12 people and/or 20 head of stock will have an impact on vegetation within established campsites and stock tie areas that normally support smaller groups. It is expected that soil compaction, as well as the footprint of disturbance, will expand in these sites. The overall increase in use would result in a higher potential for the introduction and expansion of invasive species, which, in turn, would have impacts on wilderness character and naturalness.

The Upper Lake Creek Campground would not be removed (same as Alternative A).

Cumulative Effects

Cumulative effects are *“the incremental impacts of the proposed action and alternatives when added to effects of other actions both on National Forest System lands and other adjacent federal, state, or private lands”* (40 CFR 1508.7).

CEQ regulations do not require the consideration of the individual effects of all past actions to determine the present effects of past actions. In regard to past actions, the agency must determine what information regarding past actions is useful and relevant to the required analysis of cumulative effects during the scoping process and the preparation of the analysis. Dependent upon the proposed action, the accounting for past actions and specific information about the direct and indirect effects of their design and implementation could, in some contexts, be useful to predict the cumulative effects of the proposal. The CEQ regulations, however, do not require agencies to comprehensively list and analyze all individual past actions. Just because information about past actions may be available or obtained with reasonable effort does not mean that it is relevant and necessary to inform decision making (40 CFR 1508.7).

The management plan for the Jim McClure-Jerry Peak Wilderness is not anticipated to result in cumulative effects to noxious or non-native invasive species.

Summary of Resources Not Analyzed in Detail

The following is a discussion of the concerns not analyzed in detail and the reasons regarding their categorization. Additional information on each of these concerns is found in specialist reports in the project record.

Soil, Water, Air, Riparian Resources

The desired conditions, goals, standards and guidelines for soil, water, air and riparian resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources and are similar with a few exceptions in alternatives A and B. Both alternatives A and B provide excellent management direction for soil, water, air and riparian resources with the best protection provided by alternative B which includes greater limits on pack stock and fire rings and eliminates the Upper Lake Creek Campground and road. Alternative C although not measurably different from the other alternatives does little to preserve and protect the wilderness character of this landscape above that of surrounding Forest and BLM land. In summary, these resources were eliminated from detailed analysis due to the limited effects and inability to effectively distinguish trade-offs between alternatives.

Fisheries

The desired conditions, goals, standards and guidelines for fisheries resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources and are carried through all action alternatives. These standards and guidelines protect fisheries resources equally between all action alternatives. There would be no direct or indirect effects to ESA-listed fish or designated critical habitat resulting from the implementation of the alternatives.

Wild Horses

Alternatives A, B and C present the same direction for the management of wild horses. The proposed direction ties directly to BLM policy for management of wild horses within wilderness (BLM Manual 6340). Consequently, there are no distinct differences between the three alternatives for wild horse management.

Climate Change

The same desired conditions, goals, standards and guidelines as in Alternative A (Proposed Action) would be included in Alternative B (Natural-Focus Alternative) and Alternative C (Minimum Management) and would not result in any measureable difference between alternatives.

Fire and Fuels

The desired conditions, goals, standards and guidelines for fire and fuels resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources. These standards and guidelines lay out the framework for fire and fuels management. Alternatives A and B would provide for the full suite of fire and fuels management actions to be used if needed. Alternative

C would limit the scope of management activities on the BLM-managed portion of the Wilderness to only allowing initial attack and full suppression, which could negatively affect fire and fuels management. Although Alt C could have negative effects they are limited.

Vegetation and Botany

The variability in the three alternatives will not impact vegetation management in the JMJP Wilderness in a measurable way. Due to the scale of impacts to vegetation being small and unmeasurable, there would be no way in which to express differences between the alternatives. Standards and guidelines proposed in Recreation section would help maintain and protect vegetation.

Heritage and Cultural Resources

The desired conditions, goals, standards and guidelines for heritage resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources and are carried through all action alternatives. These standards and guidelines protect heritage resources equally between all action alternatives.

Tribal

The desired conditions, goals, standards and guidelines for tribal resources developed in the Wilderness Management Plan are supported by standards and guidelines developed for other resources and are carried through all action alternatives. These standards and guidelines protect tribal resources equally between all action alternatives.

Range

The three alternatives would generally not impact activities which are part of the grazing management authorized to take place in the Jim McClure-Jerry Peak Wilderness. Wilderness law and policy direct two exceptions: method of access and, in some locations, the use of natural materials for maintaining the range improvements as required in the term grazing permits. Due to this limited effect on grazing management activities, the scale of impacts between alternatives is small and relatively unmeasurable. Given Congressional livestock grazing direction for designated Wilderness, no further analysis of grazing management activities is warranted.

Minerals

There are no mining claims, mineral material sites or hazardous abandoned mine land features within the JMJP Wilderness. There is no potential for direct, indirect, or cumulative effects.

Environmental Justice and Socioeconomics

In accordance with Executive Order 12898, all action alternatives were assessed to determine whether they would have disproportionately high and adverse human health or environmental effects, including social and economic effects, on minority or low-income human populations. The percent of the Custer County population categorized as minority (American Indian (0.6%), Black (0.0%), Asian (0.0%), Native

Hawaiian/Pacific Island (0.4%), multi-racial (1.1%), other (0.4%)) was 2.5% in 2015, and was less than the 8.3% for the State of Idaho (U.S. Department of Commerce, 2016). The percent American Indian was lower for Custer County (0.6%) than for the State (1.3%) in 2015. The percent of families living in poverty was higher for Custer County (14.5%) compared to the State (8.2%). Given the nature of the proposed action and demographics of the area, disproportionate human health and environmental effects on minority or low income communities are not projected.

Chapter 4 - Consultation and Coordination

The Forest Service consulted the following individuals, Federal, state and local agencies, tribes and non-Forest Service persons during the development of this environmental assessment:

Interdisciplinary Team Members

Primary Team Members, Position

Emily Simpson	Interdisciplinary Team Leader	
Jay Sammer	Wilderness Manager	Salmon-Challis National Forest
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Jennifer Purvine	Planning Biologist and Environmental Coordinator	Salmon-Challis National Forest
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Support Team Members, Position

Nick Schade	Recreation Program Manager	Salmon-Challis National Forest
Tom Ford	Ecosystem Staff Officer	Salmon-Challis National Forest
Jeff Huntzman	NEPA Planner	Salmon-Challis National Forest
Patti Schwind	Recreation Special Uses	Salmon-Challis National Forest
Gail Baer	Non-Recreation Special Uses	Salmon-Challis National Forest
Michael Carroll	Engineer	Salmon-Challis National Forest
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Appendix A

Direction Established by Law or Policy

Direction	Common to All Alternatives	Law/Policy/Direction
Wilderness		
Standard	JMJP-001- Use a Minimum Requirement Analysis (MRA) for any action that includes a prohibited use as described in Section 4(c) of the Wilderness Act, or for other actions that may impair wilderness character.	Wilderness Act - Section 4: Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. BLM Manual 6340 1.6.B
Standard	JMJP-003 - Allow natural processes to maintain ecosystem functions, whenever possible. Where human activities have altered conditions in the Wilderness, active restoration may be considered if it is determined through MRA to be the minimum necessary for the administration of the area for the purpose of the Wilderness Act.	BLM Manual 6340 1.6 C. 7, 15, 18 and 21. FSM 2323.54 - Reforestation FSM 2323.43a - Watershed Condition Improvement FSM 2323.33a - Reintroductions
Standard	JMJP-004 - If total traveling and campsite encounters increase by 10% ¹ or more over two monitoring periods management actions will be taken to maintain wilderness character, as described under the Management Actions.	FS Wilderness Character Monitoring Technical Guide (Landres et al., in press).

¹ Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is at least every five years, as established in the Technical Guide.

Direction	Common to All Alternatives	Law/Policy/Direction
Guideline	JMJP-006 - The BLM and FS will assist one another, when possible, in wilderness management activities, such as education and public outreach, emergency management, law enforcement, fire suppression, and monitoring.	Procedural
Management Actions	Management actions for the preservation of wilderness character may include management actions described in the following resources, predominately those which manage human uses of wilderness, such as those described in the Recreation section (p. 19, Management Actions), in conformance with a site-specific MRA, and NEPA analysis, as necessary.	Directs to elsewhere in the Plan.
Soil, Water, Air, Riparian Resources		
Management Actions	If human activities are contributing to a loss of soil integrity or degradation of water quality, management actions would be implemented as appropriate to the cause.	Directs toward future actions and analysis.
Vegetation and Botanical Resources		
Standard	JMJP-012 - Control or eradicate noxious and nonnative invasive plant species to the extent possible within occupied and potential sensitive plant species habitat while having the least impact on wilderness character.	Directs to other plans/NEPA.
Management Actions	When monitoring shows that wilderness character or plant populations are being degraded, apply management actions based on the causal factor as described under other resource sections within this document. For example, impacts from recreational uses would be managed as described in the Recreation section.	Directs toward future actions and analysis.

Direction	Common to All Alternatives	Law/Policy/Direction
Noxious and Non-Native Invasive Species Management		
Standard	JMJP-013 - On NFS land, use pesticides and herbicides in accordance with the design criteria identified in the SCNF Invasive Plant Treatment Record of Decision (ROD) (2016), or most current direction, as well as associated consultation documents from the regulatory agencies, and require, as appropriate, a pesticide use proposal approved by the Regional Forester. The primary methods of control shall use non-motorized, non-mechanized means, such as hand pulling and herbicide application using backpack sprayers. The use of different treatment methods will be analyzed further through an MRA.	Directs to other plans/NEPA
Standard	JMJP-014 - On BLM-managed land, follow the direction for invasive plant treatments contained in BLM Manual 6340—Management of Designated Wilderness Areas, as well as the BLM Challis-Salmon Integrated Weed Control Program EA (March, 2009; or most current). These applications will undergo the MRA process as described in BLM Manual 6340. A Pesticide Use Proposal, signed by the Field Manager, state weeds coordinator, and the Associate State Director.	Directs to other plans/NEPA
Standard	JMJP-015 - Require the use of certified noxious weed free hay and straw entering the Wilderness as well as public lands adjacent to the Wilderness.	Existing rule

Direction	Common to All Alternatives	Law/Policy/Direction
Guideline	JMJP-016 - Treat areas for noxious and non-native species focusing on early detection and rapid response, as monitoring and visitor use mandates.	Directs to other plans/NEPA
Guideline	JMJP-017 - Work in close coordination with cooperating agencies within the Custer Cooperative Weed Management Area.	Procedural
Management Actions	Develop measures to mitigate the potential for the spread or introduction of invasive species for any ground disturbing activities.	Procedural
Wildlife and Fisheries Resources		
Standard	JMJP-018 - Recovery plans for federally listed species will govern management activities that may affect those species; restrictions on recreation and other uses may be necessary.	FSM 2323.3 BLM Manual 6340 1.6. C 21.c.
Guideline	JMJP-020 - Work cooperatively with the Idaho Department of Fish and Game regarding their fish and wildlife management programs to assure the guidelines of the AFWA, BLM, and FS document are applied and that policies outlined in BLM Manual 6340 and FSM 2320 are followed.	BLM Manual 6340 1.6 C. 21 FSM 2323.32
Management Actions	Specific written approval or permits from the federal administering agency will be obtained before erecting any structure or installation, or using motorized vehicles.	BLM Manual 6340 1.6. C 21.b.ii FSM 2326 and 2323.3 US District Court for the District of Idaho, Case No. 4:16-cv-12- BLW Memorandum Decision

Direction	Common to All Alternatives	Law/Policy/Direction
Recreation		
Standard	JMJP-023 - Require removal of refuse and inorganic waste from wilderness.	Challis FP: Recreation – dispersed sites (1.b.1) - All dispersed areas will be managed for pack-in, pack-out policy. (p. IV-11) Challis RMP: People would be required to pack out and dispose of their litter properly. (Attachment 19; p 132) FSM 2323.13a: <u>“Solid Waste Management”</u> . Utilize a "pack-in, pack-out" policy. Do not permit burying of garbage. Dispose of past accumulations of debris”.
Management Actions	Actions for managing recreational use fall into one of three categories: education, engineering and enforcement. Information and education are most commonly employed to modify visitor behavior, adjust visitor attitudes and expectations, and alter the spatial and temporal distribution of use. Common examples include the “Leave No Trace” program, signs, and visitor contacts. Engineering includes site design, construction and maintenance; for example, providing, removing or relocating facilities (campsites, trails), or using vegetation or other physical barriers to direct visitor use. Regulations with enforcement can be used to implement all management strategies. Examples include restricting or prohibiting access to specific locations, access at particular times, certain types of behavior, particular activities, equipment or modes of travel, length of stay, and group size. For more information see the Visitor Use Management Framework (Interagency Visitor Use Management Council 2016).	Directs toward future actions and analysis.

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	Indirect methods (e.g. education) for managing recreational use are preferred. Management actions would include direct, on-site actions and site-specific regulations for unusual cases where indirect methods are unsuccessful.	FSM 2323.12 BLM Manual 6340 1.6. C. 13
Management Actions	Currently, visitor use patterns and impacts do not indicate that there is a need to implement a visitor use permit system to protect wilderness character. Managers will continue to monitor visitor impacts to wilderness character and the physical resource to determine if additional management actions, such as a wilderness permit system, may be required in the future.	Directs toward future actions and analysis.
<u>Trails</u>		
Standard	JMJP-026 - If total miles of user-developed routes increases by more than 3% ² or more over two monitoring period, management actions will be taken to preserve wilderness character, as described under the Management Actions.	FS Wilderness Character Monitoring Technical Guide (Landres et al., in press).
<u>Camping</u>		
Standard	JMJP-027 - Limit campsite occupancy to 14 days in accordance with BLM Regulation: ID-913-02-4740-04.	Existing BLM regulations. Would be established in FS special order.
Standard	JMJP-028 - Restrict cutting of live trees, including whitebark pine, for fuel wood (36 CFR 261.6; 43 CFR Part 6302.20). Collection of dead and downed wood is acceptable.	36 CFR 261.6; 43 CFR Part 6302.20

² Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is every five years, as established in the Technical Guide.

Direction	Common to All Alternatives	Law/Policy/Direction
Standard	JMJP-030 - If average campsite condition impact score increases by 5% ³ or more over two monitoring periods management actions will be taken to maintain wilderness character, described below.	FS Wilderness Character Monitoring Technical Guide (Landres et al., in press).
Management Actions	No permits are currently required for overnight camping; however, a permit system may be implemented if monitoring indicates impacts to resources or wilderness character are occurring.	Directs toward future actions and analysis.

³ Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is every five years, as established in the Technical Guide.

Management Actions	<p>When the campsite condition threshold is met or exceeded, additional management actions would be considered and may include, but are not limited to:</p> <ul style="list-style-type: none"> a) Make campsites less appealing or accessible. Remove fire rings and other evidence of human use. Rehabilitate campsites. (See the section on Developments and Other Human Effects or Disturbances for more information.) b) Increase education at trailheads or portals with techniques such as: posting restoration information, encouraging visitors to avoid campsites undergoing restoration, or suggesting alternative camping locations (also see Wilderness Education and Interpretation section). c) Implement site closures, and inform the public by posting notices on portals and at administrative sites. d) Establish overnight stay limits at sites. e) Require human waste to be packed out. f) Designate specific campsites for stock use. g) Further limit the number of stock allowed when camping overnight. h) Prohibit overnight grazing of pack and saddle stock. i) Prohibit use of stock where warranted. 	Directs toward future actions and analysis.
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Direction	Common to All Alternatives	Law/Policy/Direction
	j) Establish voluntary registration at trailheads. k) Mandatory, self-issue permits. l) Designated campsites.	
<u>Recreational Horse and Stock Use</u>		
Standards	JMJP-034 - Stock animal feed (hay, straw, and/or pellets) is required to be certified weed-free (FS Order Number 04-00-097; BLM Supplementary Rule ID-913-02-4740-04).	Existing regulations
Management Actions	The Recreation and the Camping sections detail management actions that may be implemented if overuse occurs.	Directs to other sections in the Plan.
<u>Signs</u>		
Standard	JMJP-037 – Do not provide destination or interpretive signs.	BLM Manual 6340 1.6. C. 13. c. iii. FSM 2324.33f
Standard	JMJP-038 - Install resource protection signage for sensitive or damaged areas only if approved through an MRA.	BLM Manual 6340 1.6. C. 13. c. iii and 1.6 A and B. FSM 2320.2 - Objectives
Guideline	JMJP-040 - Place information signs or kiosks containing wilderness and natural resource interpretive information and interagency information at trailhead parking areas outside of the Wilderness, as necessary.	BLM Manual 6340 1.6. C. 13. c. iii. FSM 2324.33f
Guideline	JMJP-041 - At designated trail junctions, provide the minimum amount of signs necessary for either the routing or location of the traveler or for the protection of the wilderness resource (2324.33f, BLM 6340 1.6.C.13.c.iii.).	BLM Manual 6340 1.6. C. 13. c. iii. FSM 2324.33f

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	Within the Wilderness, signs will be made of native material (e.g. wood, rock), and will be constructed in accordance with sign policy (FS, 2013; BLM 2016). Agencies will remove or replace all existing signs not in conformance with these standards to protect resource values and wilderness character.	BLM Manual 1.6. C. 13. c. iii. FSM 2324.33f: 1.
Cultural Resources and Tribal Governments		
Standard	JMJP-042 - Group size and length of stay limitations do not apply to the Tribes when exercising off-reservation treaty rights.	Fort Bridger Treaty
Guideline	JMJP-043 - Use interpretive monographs, brochures, portal contacts, wilderness ranger contacts and other appropriate methods to educate and enhance public appreciation and protection of heritage resources and the wilderness experience.	FSM 2323.8
Management Actions	Within the Wilderness boundary, archaeological survey that meets modern professional standards has been minimal. Further surface pedestrian survey would be conducted in accordance the NHPA. These studies will allow for a better understanding of past cultural use within the Wilderness boundary and the surrounding geographic region. The information gained through these investigations will be used to refine and improve the management of cultural resources within the Wilderness and the region.	FSM 2323.8
Management Actions	Conduct archaeological inventory, site evaluation, site monitoring, protection, interpretation, and additional research to locate, preserve, and/or enhance cultural resources.	Procedural

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	Prepare a Cultural Resource Overview of the JMJP Wilderness. Prepare a Historic Preservation Plan for the JMJP Wilderness based on the results of the Cultural Resource Overview.	Direction to prepare additional documents.
Livestock Grazing Management		
Standard	JMJP-044 - Identify the terms and conditions of livestock grazing on NFS and BLM-managed lands in grazing permits, as directed by the Forest Plan and applicable amendments and the BLM Challis RMP.	Procedural
Standard	JMJP-045 - Prohibit use of motor vehicles for routine livestock monitoring, herding, and gathering.	BLM Manual 6340 1.6. C. 8. FSM 2323.2
Guideline	JMJP-046 - Grazing operations within wilderness, where livestock grazing was present at the time of wilderness designation, are guided by the Congressional Grazing Guidelines (House Report 96-617, 1979; and House Report 101-405 Appendix A, 1990), the Forest Service Manual Chapter 2320 (Wilderness Management), the Forest Plan and applicable amendments, and BLM Manual 6340 and 43 CFR 4100.	House Report 96-617, 1979; and House Report 101-405 Appendix A, 1990.
Management Actions	Existing range improvements within the JMJP Wilderness that are agreed to be obsolete by both the permittees and the agencies, consistent with the NHPA, may be removed.	Procedural
Management Actions	The vacant East Pass Creek Sheep and Goat Allotment would be neither closed nor reauthorized for grazing under this Plan.	Directs toward future actions and analysis.

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	Actions for the management of livestock grazing would be considered and analyzed according to the regulations in 36 CFR Part 222, and 43 CFR 4100.	Existing regulation.
Wild Horse Management		
Standard	JMJP-047 - When managing wild horses within the Wilderness, employ uses prohibited by Section 4(c) of the Wilderness Act only when necessary to meet the minimum requirements for administering the area for the purpose of the Wilderness Act or when the uses are required under the WFRH&B (BLM Manual 6340).	BLM Manual 6340 1.6. C. 20 Wild Free-Roaming Horse and Burro Act
Guideline	JMJP-048 - In cases where impacts to springs and riparian systems result from wild horses, consider mitigation measures to prevent further degradation or to restore wilderness character.	Directs toward future actions and analysis.
Guideline	JMJP-049 - When revising the Challis Herd Management Plan, identify management actions required to preserve wilderness character in addition to maintaining healthy populations of wild horses.	BLM Manual 6340 1.6. C. 20
Guideline	JMJP-050 – Hold periodic gathers, as necessary, to achieve AML within the CHMA. If gathers are necessary, on-the-ground activities within Wilderness will be accomplished on foot or by horseback. If MRA results in motorized means for horse gathers, aircraft (including helicopters) may be used to survey, herd, capture, and monitor wild horses. Landings are not permitted except in an emergency.	BLM Manual 6340 1.6. C. 20
Management Action	The Challis RMP and the Challis Herd Management Plan describe management of wild horses.	Statement/reference to other plans.

Direction	Common to All Alternatives	Law/Policy/Direction
Management Action	When horses are determined to be above the carrying capacity a gather would be conducted when feasible in coordination with BLM Idaho and the BLM National wild horse program.	Directs toward future actions and analysis.
Minerals		
Guideline	JMJP-051 - Mineral activities for scientific or recreational purposes will be conducted in a manner compatible with the preservation of the wilderness environment. Rockhounding will be allowed only in a manner causing negligible surface disturbance.	BLM Manual 6340 1.6. C. 11 FSM 2323.7
Guideline	JMJP-052 - Information about minerals or other resources within Wilderness may be gathered if such activity is compatible with the preservation of the Wilderness and casual use. Casual use may involve minor activity, such as sampling with hand tools, but does not involve explosives or mechanized earth-moving equipment.	BLM Manual 6340 1.6. C. 11 FSM 2323.7
Management Actions	Designate the wilderness area as a free-use area per 36 CFR 228.62 and develop rockhounding rules such as a collection limit of 25 pounds per person per year using only hand tools in a recreational manner and leaving no trace of rockhounding activities.	Regulation referenced.
Management Actions	Restrict collection of minerals to scientific research and by special use permit only.	BLM Manual 6340 1.6. C. 11 FSM 2323.7
Management Actions	Deny applications for permits for the removal of common variety mineral materials under the Mineral Material Act of July 31, 1947, as amended and supplemented.	Wilderness Act BLM Manual 6340 1.6. C. 11 FSM 2323.7

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	If valid rights for locatable minerals pre-date Wilderness establishment and withdrawal from mineral entry, a Notice of Intent or Plan of Operations will be processed according to 36 CFR 228.4.	Wilderness Act BLM Manual 6340 1.6. C. 11. FSM 2323.7
Fire Management		
Standard	JMJP-053 – For FS, prior approval from the Forest Supervisor must be obtained to use motorized equipment or mechanized transport in wilderness for fire management activities (FSM 2326.04c and 2326.1). This includes, but is not limited to, retardant drops, water drops, and other ground-based intrusions.	FSM 2326.04c and 2326.1
Standard	JMJP-054 - For BLM, prior approval from the Field Office Manager must be obtained for helicopter bucket work, dip sites, water delivery, motorized water pumps, aerial retardant application, air transport, personnel shuttle, supply drops, and chainsaw use. Prior approval from the District Manager must be obtained for motor vehicle use including engines, transports, crew trucks, UTV/ATV, as well as helispot construction, and heavy equipment use (BLM Manual 6340 1.6 C. 7, ID-IM-2016-025).	BLM Manual 6340 1.6 C. 7. BLM Idaho Instruction Memorandum.
Standard	JMJP-055 - Initial action on human-caused wildfire will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety. (Interagency Standards for Fire and Fire Aviation Operations, 2017)	Interagency Standards for Fire and Fire Aviation Operations

Direction	Common to All Alternatives	Law/Policy/Direction
Guideline	JMJP-056 - Determine actions for each wildland fire consistent with the protection of wilderness character (FSM 2324.23 and BLM 6340 1.6 C.7) and will ensure the safety of firefighters, the public, and consider the impacts to private property and developed facilities in surrounding areas.	FSM 2324.23 BLM 6340 1.6C.7
Guideline	JMJP-058 - Coordinate with wilderness specialists and adjacent landowners, as appropriate, to develop compatible wildland fire management strategies.	Procedural
Guideline	JMJP-059 - Prescribed fire may be considered in the JMJP Wilderness and will be evaluated consistent with FS and BLM policy (FSM 2320, BLM 6340).	FSM 2324.2 BLM Manual 6340 1.6. C. 7
Guideline	JMJP-060 - Allow campfires, except when existing and expected fire danger justifies implementation of fire closure orders. Coordinate proposed fire closures and restrictions Wilderness-wide.	Would be established in special order.
Management Actions	Use Minimum Impact Suppression Tactics (MIST) and assign Resource Advisors with knowledge and training or experience in wilderness management to fires in the plan area to minimize suppression impacts to wilderness character. Disturbance caused by suppression actions would be returned to as natural a condition as possible (FSM 2324.23, BLM Manual 6340 1.6 C. 7).	FSM 2324.23 BLM Manual 6340 1.6 C. 7
Commercial Services		
Standards	JMJP-061 - Prohibit commercial services that are not wilderness-dependent.	BLM 6340 1.6.C.4 FSM 2323.13g

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	If monitoring of commercial outfitting shows that negative impacts are occurring, management actions may include, but are not limited to: limiting the number of days that outfitter and guides are authorized, limiting areas in which certain guides are authorized, or establishing additional limitations on group sizes.	Directs toward future actions and analysis.
Research		
Standard	JMJP-063 - Evaluate proposals for research in accordance with the Framework to Evaluate Proposals for Scientific Activities in Wilderness. An MRA would be completed, as appropriate, to ensure activities are the minimum necessary for administering area for the purpose of the Wilderness Act. All parties interested in conducting research activities in Wilderness must have prior authorization.	BLM Manual 6340 1.6. C. 14 FSM 2324.4
Standard	JMJP-064 - Require all authorized researchers to provide a copy of findings to the FS and the BLM.	Procedural
Guideline	JMJP-065 - Prohibit proposals that do not contribute to stewardship of the area as wilderness when they can be accomplished outside of Wilderness or if they cannot be conducted in a manner compatible with the preservation of wilderness character.	BLM Manual 6340 1.6. C. 14 FSM 2324.42

Direction	Common to All Alternatives	Law/Policy/Direction
Law Enforcement and Search and Rescue		
Standard	JMJP-067 - Ensure SAR operations comply with wilderness regulations except as otherwise necessary to provide for human life or recovery. The use of motorized and mechanized equipment for emergencies involving the life and safety of people must be approved by the Forest Supervisor/BLM Field Manager (or designated authority).	Wilderness Act, Section 4c BLM Manual 6340 1.6.C.17. FSM 2326.1
Guideline	JMJP-068 - Use visitor education to achieve management objectives, where feasible.	BLM Manual 6340 1.6. C.6 FSM 2323.12
Guideline	JMJP-069 - Helicopter landing areas would use natural terrain features. Care should be taken that vehicles used in SAR operations do not transport noxious weeds or cause unacceptable resource or social impacts. Immediately address any resource damage resulting from search and rescue operations.	BLM Manual 6340 1.6.C.17. FSM 2324.3
Management Actions	As appropriate, seek to develop an MOU or other formal agreement with Custer County for SAR operations that covers the appropriate use of motorized equipment and mechanized transportation inside Wilderness, including any necessary information for Forest Service or BLM to authorize the use.	BLM Manual 6340 1.6 A. 3. FSH 1509.11
Developments and Other Human Effects or Disturbances		
Standard	JMJP-070 - Stay limits for all persons and personal property, including game cameras, will not exceed 14 days. Traditional geocaching is prohibited.	BLM Supplementary rule LLIDI01000-10- L12200000.AL0000

Direction	Common to All Alternatives	Law/Policy/Direction
Standard	JMJP-071 - Maintain installations and structures if they are associated with a valid existing right or if they are the minimum necessary for the administration of the Wilderness where temporary or other management actions are not providing adequate protection in accordance with an MRA (FSM 2323.13; BLM Manual 6340 1.6.B. 2.).	FSM 2323.13 BLM Manual 6340 1.6.B. 2.
Management Actions	Unattended personal property not associated with an active camp will be removed by FS and/or BLM personnel, and held for 30 days at the appropriate FS or BLM office. If possible, the owner of the personal property would be contacted.	Procedural
Wilderness Education and Interpretation		
Standard	JMJP-072 - Prohibit interpretive trails in the JMJP Wilderness.	BLM Manual 6340 1.6.C.6 FSM 2324.33f
Management Actions	Incorporate wilderness education principles (e.g., wilderness character, safety, "Leave No Trace," sensitive resources, noxious weeds, or other area information) in brochures, on the BLM and FS websites, on agency maps, at visitor centers, or on other educational materials that describe the Wilderness.	No analysis necessary.

Direction	Common to All Alternatives	Law/Policy/Direction
Management Actions	<p>Education may include, but is not limited to the following topics:</p> <ul style="list-style-type: none"> • Wilderness character and wilderness stewardship, • Leave No Trace ethics, • Proper management of dogs to minimize social conflicts or effects to wildlife (e.g., under voice or physical control, horse or hiker encounter etiquette), • Preventing wildlife encounters/proper food storage techniques, • Night sky importance and protection, • Prevention of invasive species establishment, • Cultural resource interpretation, appreciation and protection measures, • Natural role of fire in the ecosystem, and • The inherent risks of recreating in remote areas. 	No analysis necessary.